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## **The Legal Aspects of the Personnel Problems of State Colleges**

*The author throws light on the relationships of state institutions of higher learning to their faculties and their students and explains the application of administrative law in this connection*

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THE increasing importance of state universities and colleges in the scheme of higher education in this country warrants some study of the development of administrative law as applied to the personnel problems involved in the management of these institutions.

In its strictest sense, the term "educational personnel" might include only the faculty members in the employ of the college or university, but educators generally have broadened it to include students as well. Accordingly the scope of this paper embraces problems encountered by state institutions of higher education in their relations with their faculties and their students. The institution's relations with students involve such matters as admission and fees, housing and discipline, and suspension and expulsion. Questions regarding the faculty include those related to their status, tenure and compensation.

Admission as a student in a state institution of higher education is frequently governed by the conditions prescribed in the statutes of the state concerned. In the absence of statutes, the governing board of the institution possesses full discretion in the matter. A few litigated cases have turned upon the question of membership in a

Greek letter fraternity as a bar to admission. In Indiana, a rule of the board of trustees of Purdue University, Lafayette, which refused admission to a student who declined to resign his membership in a Greek letter fraternity, was held to be an abuse of the discretion of the governing board and therefore invalid.<sup>1</sup> The court in this decision distinguished between the power of the trustees to regulate the conduct of students after their admission and the power to impose extraordinary terms and conditions of admission. It pointed out that unquestionably the board could prohibit the connection of any student with a Greek letter fraternity after his admission to the university if it deemed such prohibition to be for the best interests of the institution, but that it was without authority to impose such a condition as a requirement for entrance in the absence of any statute.

A subsequent Mississippi case, deciding a similar question, but under an antifraternity statute, upheld the authority of the board of trustees of the University of Mississippi to deny admission to a prospective student who sought to compel his admission by writ of mandamus while refusing to comply with the condition imposed by the statute.<sup>2</sup> This case was carried to the Supreme Court of the

United States, where the judgment of the supreme court of Mississippi was reviewed and affirmed.<sup>3</sup> The Mississippi antifraternity statute has since been repealed.<sup>4</sup> Arkansas and South Carolina formerly had similar statutes in force, but no such laws are now in effect in any state.

#### *California Laws Regulating Vaccination*

The right of a state university to require vaccination against an infectious and contagious disease as a condition of admission has been tested in California. Under a statute that required the vaccination of every child attending the public schools, but relaxed the requirement conditionally in favor of children whose parents would not consent, the board of regents of the state university were held, nevertheless, to have authority to refuse admission to a student on the ground that the board of regents is a constitutionally independent corporation not subject to legislative interference within the sphere of its own proper authority.<sup>5</sup> The state legislature could exercise its police power for the legitimate protection of the health, safety and morals of all the people of the state, including the students of the university, but the provision for conditional relaxation of the vaccination requirement was not an exercise of the police power but merely a negative provision, leaving the board of regents of the university free to regulate the matter of the vaccination of prospective students.

The same question arose under a subsequent and different legislative act which repealed all preexisting compulsory vaccination acts, and provided that the control of smallpox should be under the exclusive jurisdiction of the state board of health and that no rule on the subject should be adopted by school or local health authorities. This statute was also held unconstitutional and ineffective so far as it constituted a mere negative attempt to nullify the constitutional grant of discretion to the public corporation known as the Regents of the University of California.<sup>6</sup>

In Wisconsin, where the state university was a corporation of legislative creation and without constitutional powers and where a statute provided that no student who was a resident of the state should be required to pay any fee for tuition, it was held that the board of trustees nevertheless had authority to charge reasonable fees for the purpose of defraying incidental expenses of a different character, such as the expense of heating and lighting the gymnasium and the auditorium.<sup>7</sup> In Kansas, under a statute that provided that admission to the state university should be free to all inhabitants of the state, the regents were ousted from their assumed power to charge each student a fee of \$5 for the use of the library and to exclude from the

use of the books students who refused to pay the fee.<sup>8</sup> Here the court found that special statutory provision had been made for the charges of laboratory fees and deposits but not for library fees. It reasoned that the library could be properly classified with the buildings, furniture and other property of the university designed for permanent use.

In Oklahoma, where a statute provided that all properly qualified citizens of the state between the ages of twelve and thirty were entitled to admission and instruction, it was held that no fee for incidental expenses could be charged and collected as a condition precedent to entrance to the state university.<sup>9</sup> The particular fees at issue in this case were charged for the purpose of maintaining the Y. M. C. A., the Y. W. C. A., the athletic association and the student newspaper. The court found the imposition of fees for the support of the Christian associations in conflict with a provision of the state constitution prohibiting the expenditure of public money for religious purposes. As to the other activities, it held that fees for their support could be collected only from such students as voluntarily chose to participate in them.

A legislative act of the state of Washington, directing the state university to collect certain fees from all students, including both a matriculation fee and a fee for tuition, the proceeds to go into a fund for the erection and equipment of two buildings on the campus, was upheld as constitutional.<sup>10</sup> There are at least five states (Michigan, Minnesota, Idaho, California and Colorado) in which the legislature would be precluded from such an exercise of power in the management of the affairs of the state university without the assent of the governing board, because in each instance the constitution has been construed to give the university governing board plenary discretion and complete authority in the management of the funds and internal affairs of the institution.

#### *Providing for Nonresident School Fees*

The right of the university authorities to discriminate in favor of bona fide residents of the state by exacting higher admission and tuition fees from nonresidents is universally upheld. In most of the states this is provided for by statute, but the right of the university governing board to determine the matter would apparently be upheld in the absence of a statute. Certainly the board has the power so to discriminate in the states where it is a corporation with a sphere of constitutional independence. In California the \$75 admission fee for nonresidents imposed by the board of regents of the state university was judicially declared to be not unreasonable and not beyond the powers of the board.<sup>11</sup> The legality of nonresident fees is not in doubt, but

their soundness as a matter of social policy is open to question. The unrestricted interchange between the states of the high type of young persons who are attracted by educational opportunities may be of greater ultimate value than the paltry sums that are imposed as hardships upon capable and ambitious nonresident students. Furthermore, the administration of the requirement of nonresident fees is productive of endless annoyance and a great deal of petty injustice, as the registrar of any state university will readily attest.<sup>12</sup>

#### *How Dormitories Are Paid for*

A number of states have recently enacted legislation authorizing the governing boards of their state universities and colleges to provide for the construction of dormitories for immediate and future use, to be paid for on the amortization plan out of the net income from rentals, and eventually to become the property of the state without the appropriation of any public money to pay for their initial cost. The constitutionality of these acts has been attacked on the ground that they purport to authorize the lending of the state's credit to an amount beyond the constitutional debt limitation, and upon other grounds. Generally these statutes have been upheld.<sup>13</sup> There is one instance where such a statute was declared invalid, but subsequently reenacted in somewhat revised form and later upheld.<sup>14</sup>

The question of the exemption of fraternity property from taxation, as being property owned and occupied for educational purposes, has been a matter of controversy in several states.<sup>15</sup> About a dozen states at present give college fraternities statutory exemption from taxation. In Maine it has been held that a fraternity house, even when built upon the campus of the state university but owned by a corporation representing a fraternity and occupied as a chapter house, is not within the meaning of a statute exempting the property of literary or scientific institutions when actually used or occupied primarily for educational purposes.<sup>16</sup>

In Texas, where a state university building that had been built with funds donated by a benefactor who wished to provide for the housing of men students of limited financial resources at moderate rentals, had been used for that purpose for thirty-six years and had thereafter been converted into a classroom and laboratory building, the court of civil appeals held that the board of regents was acting within its powers in so converting the building.<sup>17</sup> Circumstances surrounding the original donation made the creation of a trust a matter of doubt, and even if a trust had been created, it was held to have been discharged.

In Missouri the power of the president of a state

teachers' college to cause the summary ejection of a disorderly student from a college dormitory has been upheld.<sup>18</sup> After a prolonged and intolerable disturbance in the dormitory involved, the president had informed all of the residents of the building that any who refused to sign a pledge of decent conduct would be required to remove themselves from the building. The plaintiff in this case refused to sign such a pledge and was accordingly ejected from the dormitory, whereupon he brought suit against the president of the college for damages for alleged injustice and unnecessary humiliation occasioned thereby. The court held his summary expulsion fully justified under the circumstances.

When students are injured through the negligence of university dormitory employees or other university officers, there is no liability in damages on the part of the institution or of the state, unless it is expressly assumed by statute. In Montana a statute granting relief in the form of damages to a student of the state university who had been injured by falling down an unmarked, unlighted, unguarded elevator shaft in a dormitory during his first day on the premises, was upheld when its constitutionality was attacked.<sup>19</sup> In California, a student who suffered serious and permanent injuries to the bones of his neck on account of the negligence of a physician employed by the university health service who operated upon him for the removal of his tonsils, had no right of action against the university, because even though its health service charged fees and was operated at a profit, it was nevertheless held to be an activity of a governmental nature such that the university corporation could not be held responsible for the tort committed by its employee in the course of his duties.<sup>20</sup>

#### *Rules That Govern Students' Rights*

The rights and remedies of students with respect to their dismissal from institutions of higher learning have been involved in many cases, all of which have in turn been analyzed and compared by several writers.<sup>21</sup> The law of this subject may be epitomized by saying that although the matriculated student's relation to the institution is contractual, his compliance with all reasonable rules and regulations then in force or thereafter made is an implied part of the contract.

Although a student is entitled to a hearing before the administrative head of the institution before he is suspended or expelled, such a hearing need not possess all the formal characteristics of a court proceeding. In Montana it was held that the hearing need not include the opportunity to confront all the opposing witnesses in person, nor

to cross-examine them, in view of the fact that there is no power vested in the president of the university to compel the attendance of witnesses or to force them to testify if they were in attendance.<sup>22</sup>

In Maryland the courts will afford no relief in cases of the enforcement of the disciplinary rules of state educational institutions, unless those whose duty it is to enforce them are shown to have acted arbitrarily and for fraudulent purposes.<sup>23</sup> In Michigan after a young woman student at a state teachers' college had been summoned by the dean of women for a conference, where she was fully apprised of the information against her and given ample opportunity to explain and defend her conduct, and subsequently was expelled from the institution, the conference was held to be a sufficient hearing and the expulsion was upheld.<sup>24</sup>

A professor in a state university is not a public officer but is an employee on contract.<sup>25</sup> There are one or two cases extant wherein this rule is not strictly adhered to, but they do not represent the weight of judicial authority.<sup>26</sup> When a statute of the state or an ordinance of the university governing board provides that professors shall serve at the pleasure of the board or of some other authority, such provision is automatically a part of every professor's contract, making him subject to removal at any time, with or without cause.<sup>27</sup> When a statute or ordinance makes all professors removable whenever in the opinion of the governing board the interests of the institution require it, the ground upon which a professor is removed is not a proper subject for judicial investigation, in the absence of evidence of fraud or bad faith.<sup>28</sup>

Under such a statutory provision, it has been held in Arizona that the board is without authority to contract with an instructor to give him three months' notice prior to dismissal and that such an instructor cannot recover his salary for three months upon being dismissed without notice.<sup>29</sup>

#### *When Faculty Members Can Recover*

The Kansas supreme court has reached the opposite conclusion on this point, having held that the board of regents of the state agricultural college, under a similar statute and a similar contractual covenant, was liable to a professor discharged without previous notice for his compensation for the next three months after his discharge.<sup>30</sup> The regents had power to make the covenant in question, and such a covenant did not prevent them from discharging the professor prior to expiration of the three months; but, if they did so without sufficient cause, the professor could recover the amount of the compensation agreed on for the three months.

When a university board of trustees has published an ordinance providing that all tutors shall continue in office for a term of not less than two years, and another ordinance fixing the annual salary of tutors at a specified sum, any reduction of the salary of a tutor employed under these conditions before he has served two years is a violation of the contract, and the tutor can recover the salary at which he was originally employed for two years.<sup>31</sup> When an institution employs a professor at a specified salary per year and does not specify whether an academic year or a full calendar year is meant and requires no service of the professor during the summer months, it cannot reduce the amount of his annual salary merely by reason of the fact that he finds remunerative employment at another institution during his summer vacation months.<sup>32</sup>

Research and publication in this branch of administrative law are needed to supply basic knowledge for those who must grapple with the problem of constructive modification of statutes, judicial precedents and administrative practices.

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- <sup>3</sup>Waugh vs. Trustees, 237 U. S. 589, 35 S. Ct. 720 (1915).
- <sup>4</sup>Chapter 177, Mississippi Laws 1912, repealed by Chapter 312, Laws of 1926.
- <sup>5</sup>Williams vs. Wheeler, 23 Cal. App. 619, 138 Pac. 937 (1913).
- <sup>6</sup>Wallace vs. Regents of University of California, 75 Cal. App. 274, 242 Pac. 892 (1925).
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- <sup>8</sup>State ex. rel. Little vs. Regents of University of Kansas, 55 Kan. 389, 40 Pac. 656, 29 L. R. A. 378 (1895).
- <sup>9</sup>Connell vs. Gray, 33 Okla. 591, 127 Pac. 417, Ann. Cas. 1914 B. 399, 42 L. R. A. (N. S.) 336 (1912).
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- <sup>21</sup>Sloan, George E., *Discipline and State-Owned Educational Institutions*, 97 Central Law Journal 187. Hurley, James D., *Colleges: Nature of Relation to Student; Right of Dismissal*, 12 Cornell Law Quarterly 85, Dec., 1927. Pennypacker, Isaac A., *Mandamus to Restore Academic Privileges*, 12 Virginia Law Review 645, June, 1926.
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- <sup>23</sup>Woods vs. Simpson, 146 Md. 547, 126 Atl. 882, 39 A. L. R. 1016 (1924).
- <sup>24</sup>Tanton vs. McKenney, 226 Mich. 245, 197 N. W. 510, 33 A. L. R. 1175 (1924).
- <sup>25</sup>Butler vs. Regents, 32 Wis. 124 (1873); Hartigan vs. Regents, 49 W. Va. 14, 38 S. E. 698 (1901).
- <sup>26</sup>Head vs. Curators of University of Missouri, 47 Mo. 220 (1871); Vincenheller vs. Reagan, 69 Ark. 460, 64 S. W. 278 (1901). Mr. Chief Justice Bunn dissenting.
- <sup>27</sup>University of Mississippi vs. Deister, 115 Miss. 469, 76 So. 526 (1917).
- <sup>28</sup>Ward vs. Regents of Kansas State Agricultural College, 138 Fed. 372, 70 C. C. A. 512 (1905).
- <sup>29</sup>Devol vs. Regents of University of Arizona, 6 Ariz. 259, 56 Pac. 737 (1899).
- <sup>30</sup>Kansas State Agricultural College vs. Mudge, 21 Kan. 223 (1878).
- <sup>31</sup>Trustees of University of Alabama vs. Walden, 15 Ala. 655 (1894).
- <sup>32</sup>Trustees of University of Illinois vs. Bruner, 66 Ill. App. 665, affirmed 175 Ill. 307, 51 N. E. 687 (1898).

# What a Health Program Means to the Boy in Boarding School

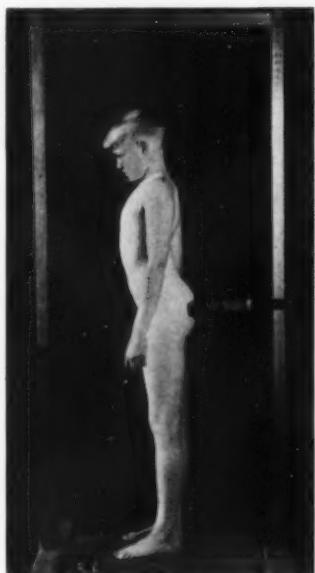
*From his first examination until the final check-up, the pupil in St. Paul's School, Concord, N. H., is helped to achieve the utmost in physical as well as mental development*

By MONTFORT HASLAM, M.D., Health Director, St. Paul's School, Concord, N. H.

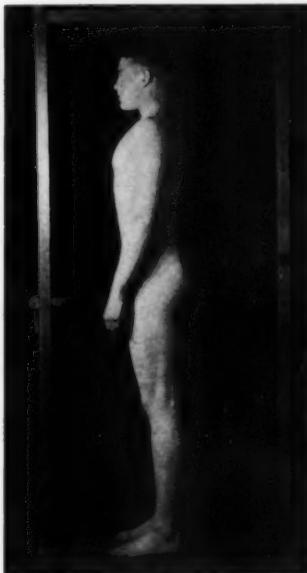
EVERY autumn, the enrollment of the boarding school includes those boys who have entered the school for the first time, and, of course, a larger number of "old boys." The headmaster and the health director naturally are greatly concerned about the general health and physique of each boy, and must satisfy themselves on such points as: Does he need extra nutrition? Is his posture such that he needs corrective exercises? Does his athletic program have to be

teeth; lungs and lymph nodes; heart and blood pressure; abdomen, genitalia and reflexes; skin and abnormalities; posture; height, weight and lung capacity; urine. The results are then tabulated.

With a staff of ten examiners, nine mornings are required to examine the entire student body of 435 boys. The boys come to the infirmary in groups of ten at a specified time, five groups reporting each morning at intervals of forty-five minutes.



*Compare these pictures—the one at the left, taken at the beginning of the boy's first year in boarding school and the other in the spring of his graduating year. When he entered school his physical record was: height, 63 inches; weight, 111 pounds; chest circumference—expiration, 29 inches, inspiration, 31 inches, expansion, 2 inches; lung capacity, 3,100 cc.; posture rating, C. After five years of careful physical supervision and training, his improved record showed: height, 72½ inches; weight, 170 pounds; chest circumference—expiration, 35 inches, inspiration, 40 inches, expansion, 5 inches; lung capacity, 5,000 cc.; posture rating, A.*



restricted? Is he in need of glasses? A physical examination at the beginning of the school year will provide the answers.

The value of such an examination can be measured to some degree by the practice at St. Paul's School, Concord, N. H., which introduced such a program in 1913, being the first school to do so.

The school employs ten physicians each fall. These include an oculist, a dentist and an ear, nose and throat specialist. The work is divided equally, each physician covering a definite portion of the examination, such as eyes; ears, nose and throat;

There is also present a photographer, who takes an individual picture of each new boy. This picture is filed, and late in the boy's graduating year a similar picture is taken. The use of these pictures will be discussed later.

Upon the completion of the examinations, with the examination form as a reference, the health director arranges in groups the boys with any abnormalities and those in need of special attention, such as extra nutrition or corrective exercises.

Each year a varying number of boys fall in one or more of the following classes: defective vision;

defective hearing; defective teeth; enlarged tonsils; nasal obstruction; poor posture; heart disease; albuminuria; poor nutrition; miscellaneous findings, such as hernia, skin diseases and hay fever.

When the school can be of service, it acts accordingly. The boy who has defective teeth or defective vision to such a degree that immediate attention is advised, is sent to the dentist or oculist as the case may be. The boy who has an organic heart is restricted in his athletic program and is examined regularly throughout the school year.

In the case of the boy who shows a presence of albumin in his urine, he is admitted to the infirmary for observation. As a general rule it is found that this albuminuria is of the orthostatic type and is of no significance. The boy, however, brings evening and morning specimens to the infirmary at weekly intervals for further examinations. When a boy is found to have some skin disease, hay fever or any other minor condition, he is given the necessary treatment.

#### *Results Are Gratifying*

Every boy who is found to be 8 per cent or more below the average weight for a boy of his height and age, automatically becomes a member of the extra nutrition class, receiving additional nourishment daily in the middle of the morning and afternoon. Records are kept of the increase in height and weight of the members of this class throughout the year. In the majority of cases the results are gratifying. During the last school year 150 boys received extra nutrition, and the average gain for the group was 10.1 pounds, the maximum gain being 25 pounds.

Every boy is given a posture rating at the time of his physical examination. All those who have a rating of D are placed in a posture class which meets daily under the direction of the physical director.

The two accompanying pictures are self-explanatory. These pictures—the one taken at the beginning of the boy's first year at the school and the other in the spring of his graduating year—are sent to the boy's parents after his graduation.

Not only does the yearly physical examination give to the school an accurate gauge of each boy's physical condition, but a complete copy of his final examination is forwarded to the college he enters. This serves as valuable information to the department of health at that particular college.

Thus it can be plainly seen that a careful physical examination at a boarding school enhances the efficiency of the boy both in his studies and in athletics and provides the knowledge for continued corrective measures at college.

## Uniform System of Report Cards Is Needed, Study Reveals

There is no uniform practice with regard to the number of report cards used within the elementary grades of 515 American city school systems, a study made by Rowna Hansen, junior specialist at the Office of Education, reveals. Ninety-six cities issue two or three cards for groups of grades within the unit of the school system.

Miss Hansen summarizes the purposes of the report card in her study entitled "Report Cards for Kindergarten and Elementary Grades":

"The report card if properly functioning should build in the child a sense of security. His accomplishment, although apparently small, should be recognized. One success is the basis for building further successes just as one failure too often results in a sequence of failures. Since a life situation at any age level is rated by individuals or public opinion, the earlier a child learns to accept criticism or evaluation, the better he is equipped for living.

"A number of studies have indicated the high variability of teachers' marks. There may be within a single elementary school, a wide range not only in the standards of attainment but in the standards for rating these attainments. A child's morals may be positively or negatively affected by receiving each month over a period of years marks which are consistently good, marks which are consistently poor, marks which vary, marks which are good when he knows that he has not put forth his maximum effort, and marks which are discouraging when he has done his very best. From time to time there has been discussion as to the value of giving marks at all.

"Since, however, the keeping of records is still considered an essential administrative device in the average school system, the present problem would seem to be a continued effort in the making of a report card which best portrays modern educational practice. The maker of this report card must realize that education is not only a matter of accumulated knowledge and skills in using the tools of subject matter, but is a question of making social adjustments, thinking clearly, facing facts fearlessly and making judgments based on weighed evidence.

"The report card, then, should offer a practical method (1) of offering constructive and suggestive help to the parent, the child and the teacher; (2) of rating all phases of growth and development, social, physical, emotional, intellectual; (3) of administration so that too much time in marking is not expected from a teacher."

# How Small Minnesota Schools Promote Their Pupils

*A study of the prevailing promotional practices indicates that while many innovations have been introduced the majority of the schools have not broken away from the traditional educational procedure*

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**A**s a part of an investigation of current practices in the organization of elementary schools<sup>1</sup> a check list was submitted to all the superintendents of schools in Minnesota towns of less than 2,500 population. The forms were filled out and returned by 250 or approximately 52 per cent of the superintendents to whom the questionnaires were sent. Although the major problem of the investigation was concerned with administrative practices in elementary schools in cities ranging in population from 2,500 to 25,000 in thirty-one states, it was thought desirable to make a similar canvass of the typical schools of an entire state. For this purpose Minnesota was chosen.

Space forbids giving a complete presentation of the practices followed in the organization of elementary schools in these Minnesota communities, but one aspect of the study, promotional practices, will be given in some detail. The rest of the article presents a general summary and some indications.

Probably no single aspect of the organization of graded elementary schools continuously confronts teachers and school executives in a more baffling manner than that of promotion. The concept of promotion and periodic reclassification of pupils was found in elementary school practice before

the establishment of the graded school. It is likely, however, that the segregation into separate grades and separate classrooms of pupils of about the same age and attainments gave greater significance to the promotional policies of a school. Historically, an idea of the importance of promotional practice may be gained from the surveys of promotional policies that have been made and from the fact that most of the earlier endeavors to modify the rigid graded plan, effected changes in the procedures relating to the promotion of pupils.

#### *Once-a-Year Promotions Are Common*

A summary of the prevailing practices with reference to the promotion of pupils (Table I) shows that the general reclassification of pupils occurs once a year in 96 per cent of the Minnesota school systems studied. Semiannual promotions are found in but three districts, while four systems have a combination of annual and semiannual promotions. One district operating an eight-year elementary school has no regular specified period when pupils are to be reclassified. That is, children are transferred from one grade to another whenever those in authority deem it desirable that some or all pupils should be reclassified.

In order that a pupil may advance from one grade to another it is desirable to have some criterion whereby his classification is determined and

<sup>1</sup>Otto, Henry J., *Current Practices in the Organization of Elementary Schools*, Public School Publishing Company, Bloomington, Ill., to be published.

TABLE I—PROMOTIONAL PRACTICE IN SCHOOL DISTRICTS IN MINNESOTA TOWNS OF LESS THAN 2,500 POPULATION, 1929.

<i>Promotional Practice</i>	<i>Type of Elementary School</i>					
	<i>Eight-Year</i>		<i>Six-Year</i>		<i>Total</i>	
	<i>No.</i>	<i>Per Cent</i>	<i>No.</i>	<i>Per Cent</i>	<i>No.</i>	<i>Per Cent</i>
Annual . . . . .	216	96	22	95	238	96
Semiannual . . . . .	2	1	1	5	3	1
Annual and Semiannual . . . . .	4	2			4	2
No regular period . . . . .	1	1			1	1
TOTAL . . . . .	223	100	23	100	246	100

to have someone to apply this criterion. A count of the measures or bases used in selecting pupils for promotion in the districts operating eight-year elementary schools reveals eleven distinct measures in addition to a variety of miscellaneous bases (Table II). Although the teacher's marks, standard educational tests, mental age, intelligence quotient and two successive failures are used by a number of districts (the percentages range from 19 to 34), the one measure most frequently used (in 69 per cent of the districts) is the teacher's marks plus the teacher's estimate of industry and initiative. Few school systems, however, rely entirely on only one of these bases when deciding whether a pupil shall be promoted. Forty districts use only the teacher's marks plus the teacher's estimate of industry and initiative, and a small number of systems use one of the other measures as a single basis. The remaining 134 systems that supplied data of this kind reported seventy-five different combinations of the measures listed in Table II.

The responsibility for determining which pupils shall be promoted in eight-year schools is assumed

teacher's estimate of the pupils' industry and initiative are used to determine whether pupils shall be promoted makes it somewhat difficult to understand how school systems can establish definite standards that can be applied in the reclassification of pupils. Ninety-two superintendents indicate that specific standards have been set up in academic subjects, and in forty-one systems definite standards have been established in special subjects. Not all superintendents insist that these standards shall be rigidly adhered to. Apparently the marks awarded by teachers as well as the results obtained from the use of standardized tests are used to establish standards for promotion from one grade to another.

#### *Adjusting Pupils During the Year*

Even though a large percentage (96) of the Minnesota communities have schools organized so that the regular promotion period comes but once a year, there are districts that make provisions for the adjustment of pupils during the school year. On the check list submitted, the superintendents of 141 eight-year and of fifteen six-year schools enumerated six different procedures used in this regard (Table III).

The practice of double promoting (permitting pupils to skip a grade) is followed by 48 per cent of the eight-year schools and by 67 per cent (ten districts) of the six-year schools. Promotion on trial to a higher grade is practiced by 67 per cent of the eight-year schools and by 40 per cent (six districts) of the six-year schools. Other practices followed by a smaller number of districts are "repetition of a grade or half-grade for slow or dull pupils," "able pupils are permitted to advance more rapidly but without skipping grades," "slow pupils are given a longer time to cover the content of the course," and "capable pupils in the sixth grade are allowed to take work in a higher grade." The number of six-year schools is so small that one hesitates to make any specific comparisons. If we recognize the limitations of any percentages based on fifteen cases, however, it appears that most of these procedures are more prevalent among six-year schools.

The measures or bases reported by superintendents of eight-year schools for the selection of pupils when the special promotional practices are operative were classified into twelve categories. The rank order of the five bases most frequently mentioned are standardized educational tests (used in forty-eight districts), teacher's marks plus teacher's estimate of industry and initiative, mental age, intelligence quotient and teacher's marks (used in twenty-five districts). It should be noted that the results of objective tests are used

TABLE II—FREQUENCY OF CERTAIN MEASURES USED IN SELECTING PUPILS FOR PROMOTION, EIGHT-YEAR ELEMENTARY SCHOOLS IN MINNESOTA TOWNS OF LESS THAN 2,500 POPULATION, 1929.

Measures Used	Frequency	Per Cent*
Teacher's marks only.....	48	25
Teacher's estimate of intelligence .....	26	13
Teacher's marks plus teacher's estimate of industry and initiative .....	133	69
Standardized educational tests .....	65	34
Chronologic age .....	30	16
Mental age .....	44	23
Intelligence quotient .....	50	26
Social maturity .....	13	7
Two successive failures.....	36	19
Health .....	8	4
Extended absence .....	17	9
Miscellaneous measures.....	27	14
TOTAL .....	497	

\*Per cent based on 194 districts included.

cooperatively by the classroom teacher and the superintendent in 106 districts (55 per cent) and by the classroom teacher alone in fifty-four school systems (28 per cent). The elementary school principal is consulted in eleven cities. The last practice prevails only in districts in which elementary school pupils are housed in separate buildings.

The extent to which the teacher's marks and the

frequently in this regard. It is of particular interest to find that objective tests are used to this extent in these small Minnesota communities. The measures less frequently stated are teacher's estimate of intelligence, chronologic age, social maturity, two successive failures, health, extended absences and a number of miscellaneous items.

The rôle of the classroom teacher as an individ-

of less than two hundred pupils and employs between five and ten teachers. A kindergarten has not been established. The district has but one schoolhouse in which pupils from Grades 1 to 12 are taught. The school plant is not likely to have an auditorium available for elementary pupils, but grade pupils may have access to a gymnasium. In only about one-third of the districts, however, do

TABLE III—DISTRIBUTION OF SCHOOL DISTRICTS IN MINNESOTA TOWNS OF LESS THAN 2,500 POPULATION, ACCORDING TO SPECIAL PROMOTIONAL PRACTICES, 1929.

<i>Special Promotional Practices</i>	<i>Type of Elementary School</i>					
	<i>Eight-Year No.</i>	<i>Per Cent</i>	<i>Six-Year No.</i>	<i>Per Cent</i>	<i>Total No.</i>	<i>Total Per Cent</i>
Double promotions for capable pupils.....	68	48	10	67	78	51
Repetition of a grade or half-grade for slow or dull pupils .....	55	39	8	53	63	41
Able pupils are permitted to advance more rapidly but without skipping grades.....	28	20	6	40	34	22
Probationary .....	94	67	6	40	100	65
Slow pupils are given a longer time to cover content of the course.....	12	9	5	33	17	11
Capable pupils in the sixth grade are allowed to take work in a higher grade.....	17	12	3	20	20	13
Number of districts included.....	141	—	15	—	154	—

ual staff member becomes minimized in the selection of pupils for special promotion when compared to the extent to which she alone selects the pupils to be promoted at the annual promotion period. Although the teacher is still consulted in most cases, she functions in a cooperative way with other staff members. Whenever two or more faculty members cooperate in this work, the classroom teacher and the superintendent are mentioned sixty-two times, whereas no other combination of staff members is reported more than eleven times. Doubtless the absence of administrative and supervisory officers other than the superintendent in these smaller schools makes it essential that the superintendent take an active part in this work.

#### *Eight-Year Schools Predominate*

In summarizing the data we find that ninety-one per cent of the districts studied operate eight-year elementary schools. Only twenty-three six-year schools were reported, hence rigid comparisons can hardly be made. Insofar as the data show, however, there appear to be few practices in six-year schools that differ materially from those found in the eight-year schools. For this reason only the eight-year schools are represented in the following summary.

If from among the practices studied one selects those found to exist in at least 50 per cent of the eight-year schools, one may describe the typical elementary school under consideration. The typical school, described in this fashion, has an enrollment

the pupils of Grades 1 to 8 use the gymnasium regularly.

The administrative practices in this typical school do not provide for the classification of pupils of any one grade into two or more sections. The pupils assigned to classrooms are taught as one group. This practice prevails in all eight grades. The classroom teacher and the superintendent cooperate in planning the program for instruction. The state course of study is used. The only attempt to adjust the curriculum to the varying needs of pupils is the effort made by individual teachers; this is done in both academic and special subject fields. Pupils, selected by the teacher and the superintendent on the basis of the teacher's marks plus the teacher's estimate of industry and initiative and some type of standard test, are promoted regularly at the end of each year. The only special promotional practice this typical eight-year school has is to promote pupils on trial to a higher grade. Two procedures are used to provide additional instruction for pupils who are in need of extra help—to have them stay after school and to come before school for additional instruction.

One must not infer from this that all the schools in Minnesota cities and towns with a population of less than 2,500 are like the typical school described. In fact, there may not be any school that embodies all the practices listed. Programs for instruction in some systems are arranged to provide regularly for all grades the socialized activities carried on in the gymnasium and the audi-

torium. Many districts are using standardized tests to aid in classification and promotion of pupils. Administrative devices for classroom organization during the instructional period provide for the division of classes into three or more or a flexible number of sections so that instruction may be better adapted to the needs of the pupils.

#### *Individualizing Instruction*

Endeavors that have been made better to adapt teaching to the needs of children are exemplified in a few systems that have adopted individualized instructional procedures. One notes also that several districts are making definite efforts to plan for the enriched instruction of superior pupils or for the reduction of the curriculum content for slow or dull pupils, while others have provided several parallel courses for pupils of varying capacity. In some systems promotional practices have been modified so that pupils may progress through the grades without being held back by formalized promotional procedures. In a few of the communities studied provisions have been made for giving instructional assistance during an hour set aside for this work in the regular program.

The facts presented in this paper in reference to the elementary schools in Minnesota towns with a population of less than 2,500 indicate rather clearly, however, that the majority of school systems studied have not broken away from the traditional procedures. The organization described does not appear to be flexible, readily adjustable to individual pupil needs. Three systems maintain part-time coaching classes for slow or retarded pupils. No other special classes of any kind were reported.

#### *Adaptation Rather Than Reorganization*

One must not fail to recognize, however, that among the districts studied a comparatively small number have adopted procedures whereby the elementary school becomes a flexible unit, planned to meet the educational needs of children. Progress is noted in these districts in the efforts made to adapt an old organization to newer educational practices, rather than in complete reorganization of the schools.

It appears that a school system in a small community, because of its greater unity and the closer relationship between the central executive officers and all phases of the work of the schools, would provide an excellent opportunity for bringing about changes in organization. Since classes in these schools are small, there may be a need for reorganization to bring about effective teaching at a lower cost. Reorganization might aim to maintain

larger classes than are now found and through a more effective use of the newer teaching materials and techniques, bring forth just as good results as are now obtained.

As indicated previously, kindergartens are not commonly found in these smaller Minnesota communities. It may be that the kindergarten, attached to the existing form of elementary school organization, is too expensive for communities of this size.

As one compares the practices followed in the administration of elementary schools in the small Minnesota towns with the procedures used in the six-year and the eight-year elementary schools in cities ranging in population from 2,500 to 25,000, one notes a striking similarity. Not only are the prevailing practices the same, but the variations in the procedures found in school systems in the larger cities are practically the same in type and in character as those in the smaller systems.

During the progress of the study many helpful suggestions were received from Dr. Fred Engelhardt, college of education, University of Minnesota.

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### Suggestions for 1932 May Day School Program

Suggestions for planning the 1932 May Day school program are outlined in a booklet sent out by the National Child Health Day Committee. These suggestions are:

Study the use made of all facilities for practicing right health habits.

Keep in mind guidance of the health behavior of the children throughout the day.

Check standards and information given to ensure that all statements on health matters come from reliable sources.

Study ways and means for closer cooperation with doctors and nurses, particularly through effective morning inspections.

Study the home conditions of the children. This will be of special importance this year.

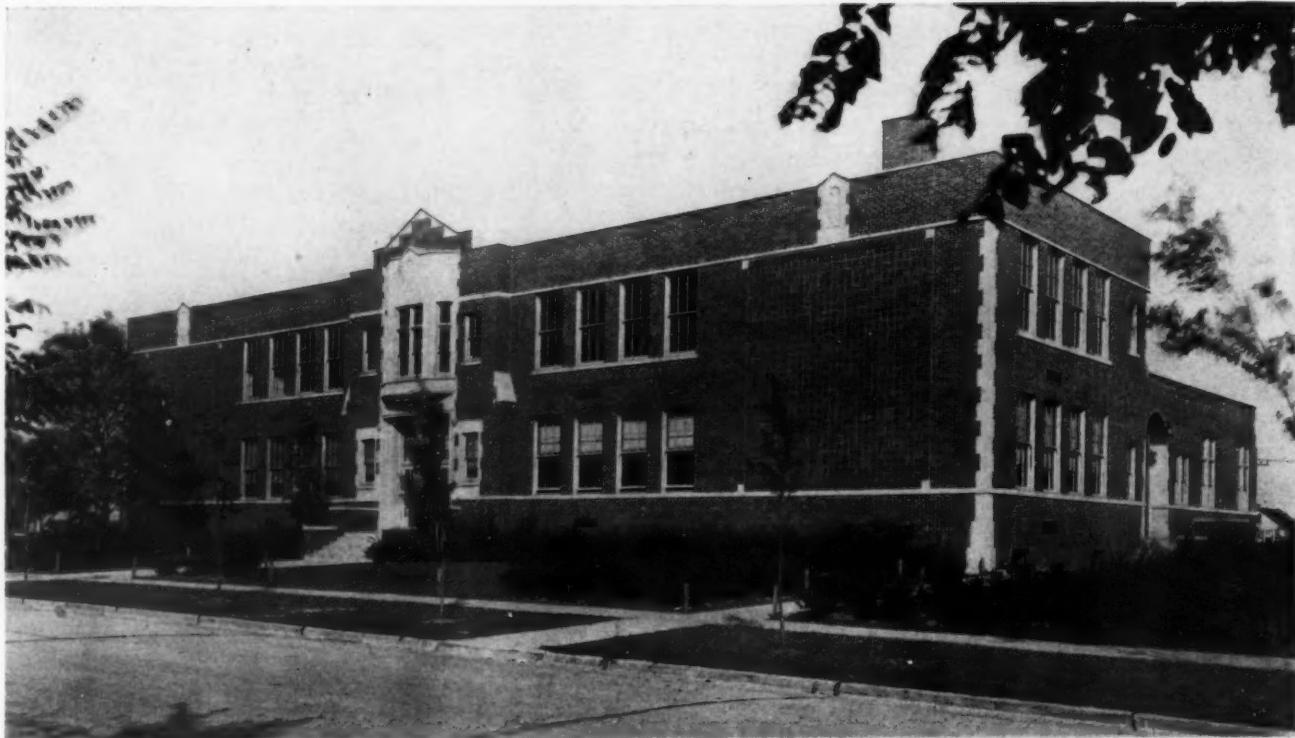
Watch systematically for signs of underfeeding and lack of sleep, and follow an organized plan to remedy conditions.

Develop child study opportunity for parents.

Consider whether the children are getting adequate physical education and recreation opportunities.

Be sure that this year, of all years, your school is a happy place.

Other helpful information may be obtained from the American Child Health Association, 450 Seventh Avenue, New York City.



*Franklin Grade School, Western Springs, Ill.*

## Two Schools—A Study in Contrasts and Similarities

Guthrie, Okla., and Western Springs, Ill., recently built new elementary schools; this article shows how location and administration have affected their design and equipment

TWO small elementary school buildings in widely separated parts of the country offer interesting contrasts and similarities in design.

The elementary school at Guthrie, Okla., designed by R. W. Shaw, architect, Enid, Okla., is in the heart of the city, and the Franklin Grade School at Western Springs, Ill., designed by Johnck and Ehmann, architects, is part of a school system in a suburb of Chicago. The environs of these schools are similar since both are in residential districts, and stand at the intersection of two streets, but the plot of ground and its relation to the streets necessitated facing one building to the north and the other to the west. The importance of proper site selection with regard to building orientation is well illustrated in these two schools.

The character of the site of the Guthrie School necessitated facing the building toward the north. This is an orientation to be avoided whenever pos-

sible because classrooms cannot be arranged so that all receive sunlight at some period of the day. The Franklin School site did not offer the same limitations because the building faced west, and the advantages of this orientation were well worked out in the plan. The former school has sunlight in only half of the classrooms, while the latter has direct sunlight in all the classrooms, except two, at some hour of the day.

The Franklin School is in a semideveloped section. Consequently, provisions have been made for expansion of the building to provide for the future needs of the community. A part of this expansion will be provided for by the completion of the second floor of the building which is at present unfinished. Erecting a larger building than present needs require, although a part is left unfinished, often effects a real economy in the complete building plan of a school district. The present low price of building materials, however, makes it seem ad-

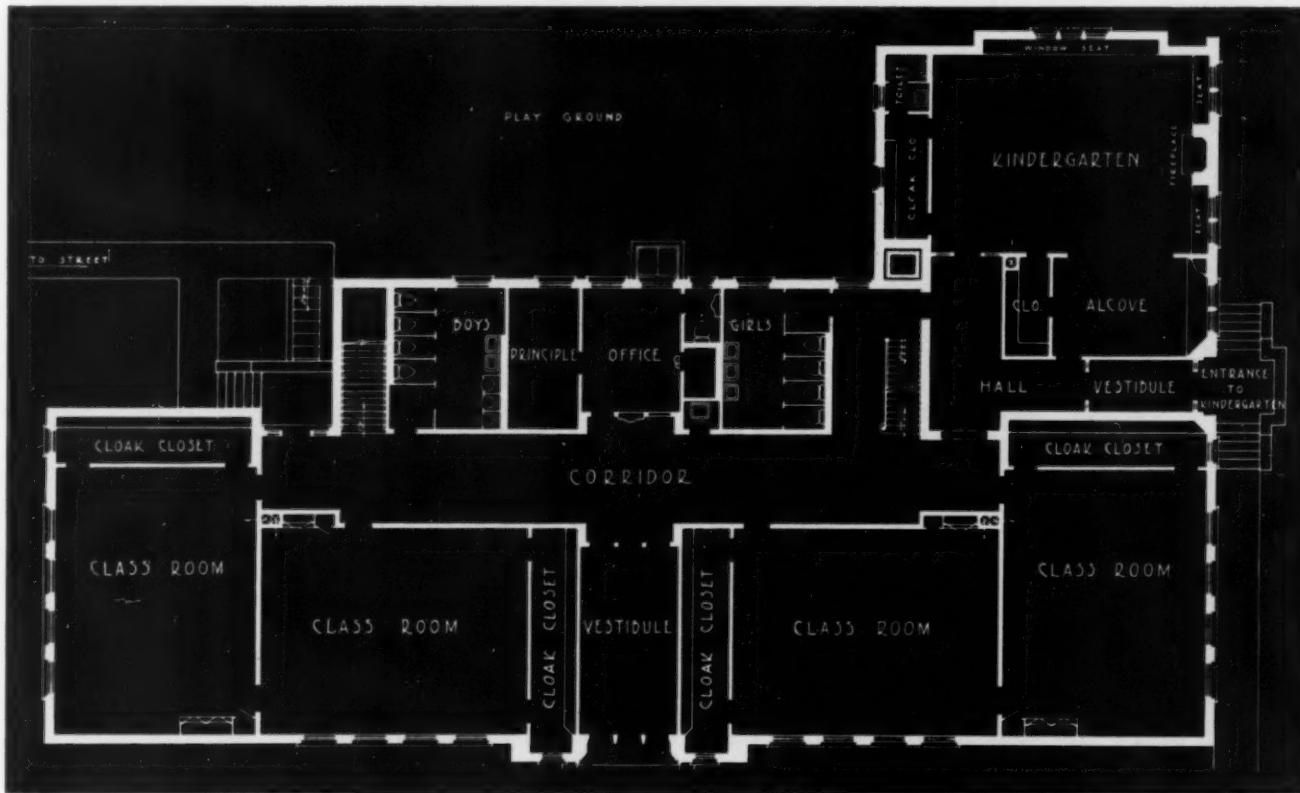


*Of face brick with cut stone trim, and with the grounds landscaped to harmonize with the adjoining property, the Franklin Grade School, Western Springs, Ill., is a welcome addition to the residential section in which it stands. This is a view of the main entrance.*

visible to complete construction whenever finances are sufficiently ample, regardless of present actual needs.

Since the community is growing, it was hoped that the school would establish and maintain a civic standard. With this in mind, the building was placed on the lot in the same relation to the building line as the homes of the district, the grounds were landscaped, and the playground was placed in the rear to keep the children from getting into the street and to minimize the amount of noise.

by mothers and nurses who are waiting to escort the children to their homes. This suite has an alcove for special group work as well as the main kindergarten room, a storeroom for toys and equipment, a cloakroom and a small toilet. The floor is covered with linoleum laid in a black and white square tile pattern, and the walls are finished with a cream colored plaster. The south and east exposure makes this a desirable location for the kindergarten, and the use of ultraviolet ray glass takes advantage of all possible benefits to be derived from



*The kindergarten, with its separate entrance, is on the first floor of the Franklin School.*

The playground at the Guthrie School is on the west, and the health room is on this side of the building so that minor injuries may be treated and the regular medical examinations conducted as well. The nurse's room of the Franklin School is on the second floor, and is used three times a week by the visiting nurse.

The offices of both schools are near main entrances so that they may be easily found by visitors without disturbing any classroom.

The Franklin School provides for a kindergarten and for the first to the fourth grades inclusive, each operating as a separate unit in the home room type of organization. The kindergarten is handled as a distinct though attached unit, with its own entrance and playground. This makes it possible to segregate the very small children in this department. The hall that forms part of this suite may be used, without disturbing the class procedure,

sunlight. A fireplace and window seats add a home-like quality to the room.

#### *Linoleum Floors in All Classrooms*

The classrooms of this school have adjoining cloakrooms so arranged that the teacher has full control of each unit. These cloakrooms should be placed at the back of the room, but in this instance the fire ordinance required two exits for each room, and it was not possible to have the closets uniformly placed. This uniformity of location applies equally to the teacher's wardrobe and closet which is more advantageously placed in the front of the room. The cloakrooms are equipped with hat racks, coat rails and rubber racks, the latter being placed six inches above the floor to permit easy cleaning. The floors in all classrooms are covered with a brown linoleum, and the walls are finished in a cream colored plaster.

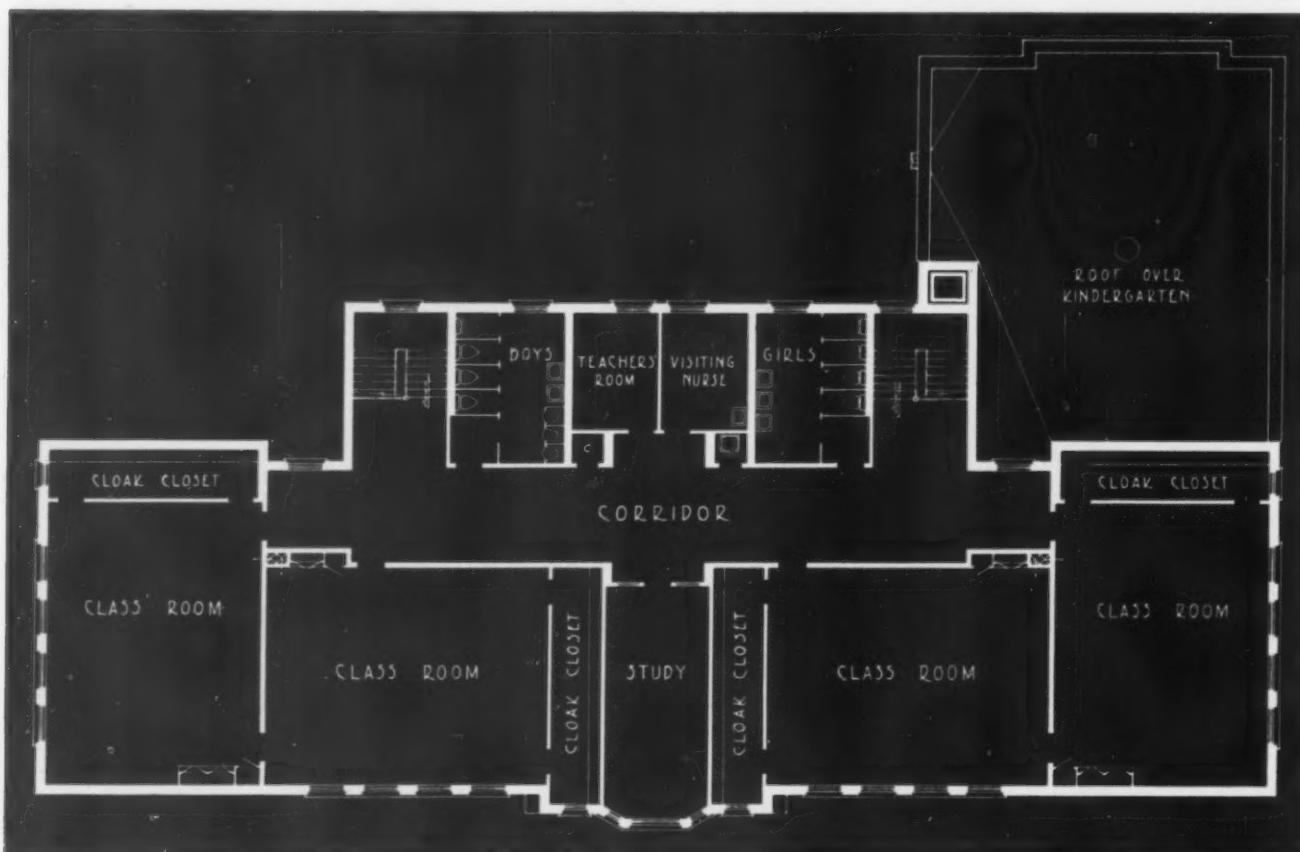
The Guthrie School has the wardrobe type of cloak closet, one door opening the entire bank. This cloak space and the teacher's wardrobe and closet are uniformly placed on the rear wall of the classroom. The wardrobes are ventilated by raising the door slightly above the floor and placing a vent in the ceiling. The floors are of edge grain pine that is only slightly surfaced, and they are finished with a penetrating oil. Sunken metal picture molding that does not collect dust is provided throughout the building. Blackboards are forty-two-inch natural slate with a twelve-inch cork tack strip above.

The corridors in this school have patterned cement floors with a colored cement base and border.

A cast iron newel post forms the termination, and round hardwood hand railings are secured in place by malleable iron brackets and bolts.

#### *Both Schools Are Modernly Equipped*

The toilet rooms are provided with the same glazed brick wainscoting as the corridors, but the floors are of dark red quarry tile. Since cement is not permanently sanitary, a vitreous, impervious material was used to maintain the best possible hygienic conditions. All toilet rooms are ventilated with separate ducts from the ventilating corridors through the roof. The use of the ventilating space gives access to the plumbing mechanism when re-



*The nurse's room, on the second floor of the Franklin School, is used three times a week by the visiting nurse.*

Economy often demands a cement floor, and they may be made architecturally interesting and serviceable by the use of color, and by treatment with a suitable hardener. A wainscot of light brown salt glazed brick gives an easily cleaned surface that cannot be easily defaced. Interior corridor doors are birch veneered, and have six lights of plate glass in the upper panel. There are no transoms over the doors since they are not considered necessary for ventilation in this climate. Stairways are at both ends of the corridor and are constructed of concrete with a nonslip safety tread. The balustrades are of the closed type of concrete construction and are finished with a plaster coat.

pairs are necessary, and yet puts the piping out of reach of the pupils.

The corridors and toilets of the Franklin School have been made ample in size to prevent congestion and overcrowding during recess time in bad weather. The floors are a light colored terrazzo that is easily kept clean. Toilet partitions are of metal, and have a special half-closing hinge to keep the doors partly closed at all times, and latches to keep them entirely closed when in use. The use of the locked toilet stall in this school, and the entire lack of partitions in the other indicates how the type of supervision alters physical equipment. The installation of plenty of lavatories is to be



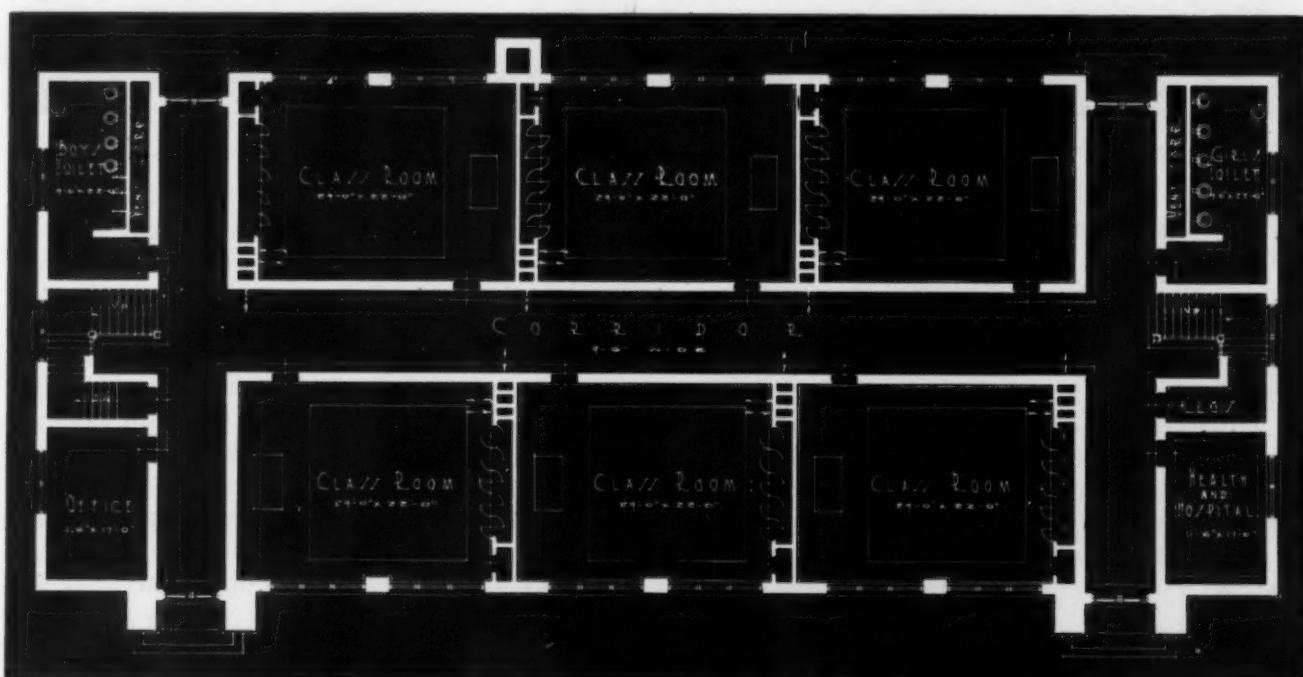
*Rough texture brick, ranging in shades from red to almost black, and stone trim were used for the exterior of the elementary school at Guthrie, Okla. A plan of the first floor is shown below.*

commended because greater cleanliness is likely to result if pupils do not have to wait in line to wash their hands. Drinking fountains of the wall hung type are placed in the corridor.

An electric wiring system that runs through conduits provides for general lighting, emergency and exit lights, call and dismissal bells, electric clocks, fire alarm and telephones. Dismissal and call bells are controlled from the general office. The classroom lights are on two switches. One switch controls the lights nearest the blackboards, and the other controls the lights near the windows.

This allows lights to be turned on as each section of the room needs illumination. In this way, electric power is conserved.

In furnishing the classrooms, care was taken to obtain equipment that would reduce maintenance and replacement costs. Kindergarten chairs have steel frames with form fitting wood seats and backs, and are of light weight so that the smallest child can lift and move them about. The chairs vary in height from ten to fourteen inches to fit the varying heights of pupils. The tables have steel frames and wood tops, and the central sup-



port permits knee room for all who are seated at the table.

In the classrooms of both schools a combination steel and wood movable desk is used. These desks are easily moved about to permit the cleaning of the floors and to provide various group arrangements. Tables and chairs are provided in the lower grade rooms for group work.

The Guthrie School is wired for electric lighting

The Guthrie School, in a section where natural gas is cheap, uses this type of fuel for heating. An automatically controlled system of heating and ventilation of the central fan type of warm air circulation is used. Provision is made for re-circulation of air for the quick warming of the building in the morning.

In a different section of the country, the Franklin School uses coal as an economical fuel. The



*The classroom pictured here, like the others in the Guthrie school, has movable desks and the wardrobe type of cloak closet, one door opening the entire bank.*

in the usual manner, and a convenience outlet is provided in each room. The addition of one or two convenience outlets to the classroom may prove of value if motion pictures are to be used; a teacher's desk lamp for use after classes have been dismissed may be connected to one of these outlets. A consequent saving in electricity because the entire classroom need not be lighted will eventually pay for the slight extra cost of the outlet. Provision is made for the installation of complete radio equipment with service to all rooms from a central station. The principal may talk from the office to any room in the building or to all rooms. Each room will have a choice of five different stations at all times independently of any other room.

boiler is a tubular type of ample capacity to heat the entire building when all classrooms are finished. The building is heated with a vacuum system of steam heating, and a radiator and unit ventilator are in each classroom. Each room is vented by a duct leading through the room. The entire plant is under automatic control to maintain average temperatures at all times, and master controls are in the boiler room.

The comparison of these two buildings illustrates the differences and similarities of school buildings in widely separated parts of the country, as well as the influence of the administrative and supervisory requirements on construction and equipment.

# Interpreting the Schools Through the Graduation Program

*"Trivial patter and pompous bombast," so frequently a part of commencement exercises in the past, are giving way to practical demonstrations of what the pupils are actually accomplishing*

By LYLE W. ASHBY, Assistant Director, Division of Publications, National Education Association,  
Washington, D. C.

THE schools of the nation are passing through a trying and critical period. They need to capitalize every opportunity to interpret their work to the public. The high school graduation program is undeniably an opportunity for effective interpretation. It is doubtful if any other one event of the year presents so fertile a field for instructing the public concerning the work of the school. Why not use it as an instrument for informing the public about the schools—their needs, aims and achievements?

#### *Making the Occasion Serve Two Purposes*

The primary objective of every graduation program, of course, is to honor the graduate. In considering this event as an opportunity for interpretation there is no thought of detracting from the honor accorded the graduate. An increasing number of school officials are of the opinion that the program can interpret the school without in any way interfering with this underlying objective.

On the other hand, a large proportion of school officials appear not to have realized the value of the event for interpretation. At any rate they have not utilized it. This year, however, will likely find many more school systems taking advantage of this opportunity than ever before.

Recently I examined letters from principals and superintendents in twenty-five states who, according to the state supervisors of secondary education, sponsored the most progressive types of graduation programs in their respective states in 1931. Thirty of the letters were sufficiently comprehensive to express an underlying philosophy of commencement practices. A careful study was made of these letters to determine what was uppermost in the minds of these school administrators concerning the high school graduation program. Nearly every one of the letters expressed the idea

that this event is an excellent medium for interpretation and that it should be used for this purpose.

Statements from some of these letters are of interest. Supt. G. T. Stubbs, Durant, Okla., writes that a new type of program was planned for the high school in his city for 1931. He states: "A general plan of a program was outlined to the faculty that had behind it the idea of interpreting the curriculum and activities of the senior high school to the public through the graduating class." The program of interpretation was presented entirely by the pupils, each department and organization being represented by a pupil or a group of pupils in a talk or pageant. Mr. Stubbs adds: "The effect of this program upon the patrons present was all that could be hoped for."

Supt. Evan E. Evans, Winfield, Kan., writes: "The commencement exercises along with the annual all-school exhibit form the two finest contacts Winfield High School has with its patrons."

From Sumter, S. C., Supt. S. H. Edmunds writes that the "graduating exercises in our high school are intended to reflect the work of the school."

#### *A Fertile Soil*

John Calvin Hanna, supervisor of high schools for Illinois, writes as follows concerning his experience when he was principal of the high school in Oak Park, Ill.: "We bore in mind that the commencement program was an important presentation to the public of the character of the school and its work and for hundreds of them it is the only contact which they have directly with the school. Therefore, the character and condition of the school are judged quite largely by the commencement program."

The opinions of a number of writers have also been studied and their judgment concurs in the idea that the graduation program should be used

for interpretation. The following statement<sup>1</sup> is enthusiastic:

"At no other time, on no other occasion, is there brought together so representative an assemblage, so complete a cross section of the social, business, industrial, professional life of the community; so even a mixture of young, middle aged and old, of every creed, and all shades of political opinion; so perfect a common denominator of the democratic neighborhood—an audience alert and enthusiastic before a word has been spoken. What a chance to inform the people about their schools! What a soil in which to plant seeds of understanding and confidence; to show what is being done; to show the need of a new school building, of better facilities, of a bond issue; to show the way to better cooperation and better returns."

#### *When Parents Become "Education Minded"*

Supt. L. H. Petit, Chanute, Kan., who has tried the newer type of program for several years writes:<sup>2</sup>

"It is bringing to the attention of the public, as no other agency can, an interpretation of educational policy and problems."

Dr. Belmont M. Farley,<sup>3</sup> in charge of educational interpretation for the National Education Association, writes:

"The annual school commencement offers an excellent opportunity to interpret to pupils and patrons the aims, needs and achievements of the schools. The commencement exercise is a ceremony that ties the graduate to his school with a strong bond of loyalty. The basis of that loyalty should be an intelligent appreciation of the schools as a social institution as well as an emotional reaction to a situation in which the graduate spent many happy hours.

"At commencement the attention of patrons is centered on the achievement in the educational advancement of pupils. It is an appropriate time for them to learn how this progress has been achieved through the courses of study and methods in use."

The following paragraph taken from a book on school interpretation is illustrative of the attitude of most writers:<sup>4</sup>

"Commencement—The graduation exercises offer twice each year an opportunity for written as well as for oral contact. If executives would properly organize this event in the interests of the parents, instead of permitting the average commencement orator to deliver platitudes to the children, much good might be accomplished. The parents are present and are interested because of their children. The opportunity is perfect for an effective appeal in behalf of the school program. The

children may themselves present an effective interpretation of the school's purpose through dramatization of some kind. A third commencement means remains. It is the program. Programs are read by everybody, and parents take them home. Several pages may be sensibly used to tell in simple language the real work of the school."

The handbook for educational interpretation, developed by the North Carolina Education Association in 1929 states:<sup>5</sup>

"Meetings of all kinds, from commencement occasions for the whole system to the smallest parent-teacher group, are valuable forms of publicity. These have never been used as a means of getting important and vital information to the parents. Commencement occasions are too often merely meetings, in which some imported speaker, who knows nothing about the school system and conditions, is given an opportunity to talk about matters that have little bearing on the community."

Harry C. McKown writes of the main values of commencements.<sup>6</sup>

"The first is that it is a time to honor the seniors and inspire the other pupils. The second, none the less important but usually ignored, is the fact that it is a valuable time to report school progress of the year, to show plans generally. Commencement is a time par excellence for educational stocktaking by the community. There is no other time during the whole year that offers as golden an opportunity for such consideration. The commencement is a time when patrons and supporters of the school think in terms of education, not music, athletics or dramatics. Consequently, it is the time of all the year to sell the school to its community."

#### *When Something Happened Every Minute*

In discussing the success of the new type commencement in Athens, Ohio, Principal Floyd E. Harshman writes:

"It would be impossible to give an estimate of the number who came in to express their satisfaction with this different program. A reprint of an editorial from the daily paper will give some idea of the feeling of the community. This is how it ran:

"We attended the high school commencement last night where we expected to see and hear the usual thing, see a class seated on a stage while a prominent educator discussed some phase of education. A pleasant surprise was in store, for the young folk, one hundred and twenty strong, came in singing their class song, were seated, with not a soul to be seen on that stage but the class. Here was something different, and we became interested at once. Our own boys and girls entertained us last night. Their president introduced their theme as

Dramatic Episodes in American History, and we were led through six of the most important periods of our national life by six members of the class who spoke on these episodes. They talked about Patrick Henry and the results of his spirit on American liberty, Webster's reply to Hayne, Lincoln's almost impossible task, the influence of Horace Mann on education, Bryan's influence in American politics, and Woodrow Wilson before the joint session of Congress. Not repetitions, but their own thought and conclusion, reached in school and out. It gave us an idea concerning what schools are doing these days. There was not a dull moment. Something happened every minute."

#### *Introducing the Children to Their Parents*

Burton E. Ellsworth, Thomas A. Edison Junior High School, Los Angeles, tells us that parents agreed that their 1929 program was far superior to the conventional program. It consisted of a review of as many departments of the school as could be handled. Twelve hundred parents and guests sat almost spellbound as they saw the junior high school pass in review on the stage. Many comments similar to the following came to the office of the principal:

"I did not know that the children were being taught such a variety of good things."

"That opened my eyes about the school. Now I know that modern schools are even better than the old kind."

"I feel as though I would like to be back in school once more."

Mr. Ellsworth writes:

"Such a program capitalizes the high spirit of readiness that surrounds the commencement. Instead of introducing the parents to an outsider, they were made acquainted with what their children could do on the stage and at the same time what the program of studies of the school is intended to do for all children. It gripped their hearts and won their approval for modern methods of education and for the local school. They were thrilled at the possibilities it revealed for better socialization and conservation of each individual pupil's powers. It seemed like a real educational treat to everybody. Perhaps it is not too much to say that commencement was worth, in educational products, many a day's hard teaching."

Roscoe Pulliam, superintendent of schools, Harrisburg, Ill., after speaking of the unsatisfactory programs of the past and present, makes this statement:<sup>7</sup>

"A better type of commencement program is one that presents to those who come to the exercises some vital ideas about the educational accomplishments, needs and problems of the community in

which the exercises are held. This may be effected through a well planned pageant or other program that the pupils present, through a carefully worked out address by the local superintendent, a member of the school board or some other competent, interested citizen. The least that can be done along this line would be to have some reputable educator from outside, who bears a good reputation as a speaker to nonprofessional audiences, make an address that will really help the schools. Commencement is a time at which the school can catch the imagination of the public better than at most other times. It should not be wasted on trivial patter or pompous bombast. It is needed for better uses."

A journal of a state education association speaks as follows:

"Commencement Piffle or Program—Commencement programs in Nebraska will be viewed and heard by a quarter of a million people next month. If everything runs according to tradition these auditors will listen to time worn platitudes and when the exercises are over, everybody will be happy—but education will be just about where it was before the program began. What contribution will commencement in your school make to the community? It is right that successful parents and graduates should be congratulated, but what about the parents and pupils who failed through no particular fault of their own? As long as there are gross injustices in the opportunities offered by our educational system, it can hardly be called one hundred per cent American. Let the commencement program, among other things, urge a greater equality of educational opportunity in the state."<sup>8</sup>

#### *Interpreting Special Needs and Objectives*

No one formula as to how to develop a program to obtain the maximum amount of interpretation in keeping with the other objectives of the graduation program can be laid down. Each school has special needs and problems. Each has talent of one kind or another. Some schools prefer to use pupil speakers, some have the class plan and stage pageants, some have the pupils conduct surveys on various school problems and report thereon, some use outside speakers carefully chosen.

The school official who does not take advantage of the graduation program for interpretation is letting a golden opportunity slip by. Actual reproduction of a few programs that attempted to interpret the schools should be helpful.

Principal P. H. Powers, East Technical High School, Cleveland, writes of his 1931 program.

"East Technical, one of the first technical high schools, since its founding in 1908, has made use of a commencement program in which graduates were participants. Since the first, a technical demon-

stration by graduating members of one of the departments has featured the commencement.

"The exercises have two principal parts. The demonstration, already mentioned, constitutes one; three short talks by pupils are included in the other.

"In the technical demonstration an attempt is usually made to show what the school does in one particular field of technical work. In some cases, however, one interesting phase of the department's work may be explained.

"The three pupil talks in the past dealt with three different topics. For the last two years the three talks of not more than seven minutes each have dealt with one central topic.

"Underlying the whole program is the purpose of explaining the work of the school. The demonstration contributes some and the three talks attempt to tell how East Technical realizes the aims of secondary education. The three speeches in order were: Our Health Program, Our Vocational Training and Our Social Training.

The idea of combining the demonstration and that of three pupil speakers developing a single theme has proved to be satisfactory."

#### *Programs That Contain Practical Suggestions*

Principal John Lienhard, South Beloit Community High School, South Beloit, Ill., in writing about the 1931 program states: "The commencement program is an opportunity par excellence for acquainting the public with every worthy educational achievement of the school." Part I of the program consisted of seven scenes as follows:

Scene 1. The English department will attempt to demonstrate some of its aims through the presentation of a short one-act play entitled, "Sham."

Scene II. The manual training departments. An exhibit.

Scene III. The domestic science department demonstrates uses of the practical arts in pantomime.

Scene IV. The science department. This is a physics laboratory scene. Two experiments will be conducted simultaneously.

Scene V. The physical education and boys' athletic departments.

Scene VI. The commercial department. Type-writing demonstration.

Scene VII. The social science department showing how an alien may become a citizen. Scene from United States District Court granting final papers.

Part II consisted of the presentation of diplomas and honor awards.

The program of the high school of Berlin, N. H., is illustrative of the pupil speaker type. In addition to music, the presentation of diplomas and other features, five pupils gave short talks on these

topics: the domestic arts course; absence and tardiness; the school bank; old and new type examinations; what happened to the graduates of 1928.

Among other numbers on the senior high school program, San Angelo, Tex., were two addresses by pupils entitled: "Opportunities Offered in San Angelo Schools"; "Cooperation Between Our High School and the Community."

The boys' glee club, the girls' glee club and the high school orchestra were also on the program.

In some cases it is wise to base the program on a theme peculiarly fitting to the community. For instance, the midyear class of 1929 at the high school in Johnstown, Pa., built its program around one of the community's vital industries—coal. Principal James Killius writes:

"What I am proud of is the emphasis on creative thinking, the project nature of the whole thing and the spirit of cooperation which has attended the work.

"The topics for addresses written and delivered by pupils were as follows: history of coal; the future of coal; economic aspects of coal; the romance of coal and what it means to Pennsylvania; the physical aspects of coal mining; the by-products of coal."

Nearly a full page in the *Johnstown Tribune* was devoted to reporting the program. The pupils' addresses were reprinted in full under the caption, "Fine Program Centers in Coal at Johnstown High's Commencement."

Explaining why the class chose coal as its theme, the first speaker said in part:

"The theme of our commencement exercise tonight is coal. No subject is more familiar to the people of Johnstown. It is an appropriate theme and follows naturally the subject of steel which was used by a recent graduating class.

"The history of coal embraces much of the history of Johnstown and Cambria County, and includes the very important part played by Johnstown in the World War when this city was the center of the coal industry, and when the leading coal brokers maintained offices here. For these reasons, our class has chosen coal as its theme."

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# How Progressive Methods Enliven Formal Education

*To put a distinctly progressive program into effect in the public schools requires time, but it is worth the effort, this article maintains as it describes such a program*

By SAMUEL ENGLE BURR, Superintendent of Schools, Glendale, Ohio

MANY persons seem to think that progressive education is a field reserved entirely for certain private schools and that there is no possibility of its gaining a place in our public schools.

While it is true that public schools must be more conservative than a certain group of private schools which are established and maintained for purposes of experimentation and demonstration, it is far from correct to assume that there are no public school systems that are adopting and using progressive methods. Progressive education has now proved its claims and is no longer experimental. Throughout the entire country from the Atlantic to the Pacific, it is now possible to find public school systems that are accepting the pragmatic

philosophy of Dewey and Kilpatrick and that are putting the "learn to do by doing" idea into actual practice.

In support of this, there may be cited accounts of the progressive work that is being done in the primary grades of two large Massachusetts cities and in the whole elementary school system of California, courses of study that show remarkably fine activity programs in effect in a Michigan city and a report that indicates the acceptance of the activity method on the secondary level in a public school in Oklahoma. These are only examples—outstanding ones, of course—of many examples of this sort that might easily be assembled. Offhand there might be added to the list a New Jersey city, one in New York, one in North Carolina and two in



The material on the board was suggested by these first grade children who are now learning what their thoughts look like when they are changed into writing.

Ohio where, at least in the primary grades, the activity or progressive approach is definitely established in the public schools. The Progressive Education Association office in Washington could add many others to this list.

Of course all of these progressive programs differ from one another—no two of them are exactly alike—but all of them are based upon progressive principles that are basically similar.

#### *Overcoming Public and Teacher Prejudice*

In the average school system the two chief obstacles to be overcome in introducing a program of progressive work are: (1) public opinion, which is likely to question changes of any sort, and (2) the attitude of teachers who have been trained to use only formal methods. Neither of these obstacles is insuperable, however, and both may be avoided if sufficient time can be taken in making the proposed change.

In the first place, it should be made clear that progressive education is neither new nor ephemeral. Rousseau was a true progressive in spirit. Pestalozzi had progressive ideas and so did Froebel, but in both cases their progressive tendencies were side tracked. As a result, certain other features of their work have been emphasized. Aside from the great leaders such as these, there have always been progressive teachers—those who have recognized individual and personal interests and have fostered them, allowing them to develop by natural activity work. Of course, they have been relatively few in number and their work has not been widely advertised, but they have existed and they have been successful. We have classified many of them as "born teachers."

In view of these two fundamental obstacles, the best way to introduce progressive work into a public school system is to introduce it gradually and naturally, without making a great stir about it and without emphasizing its newness, and to limit its use to a few open minded teachers until its local value has been proved.

The best way to overcome public prejudice against it is constantly to sell to the public, by various means, the value of the schools and their work.

#### *Why Starting Right Is Essential*

If the beginning comes gradually with a few teachers and classes and if the first steps are carefully explained to the patrons of the schools, the growth of the movement should naturally follow, with judicious assistance here and there. Ultimately it will move forward almost of its own force and weight but this comes later.

It is still true that "nothing succeeds like suc-

cess." If the small start along progressive lines proves successful and if its enlargement continues this record of success, then the momentum of continued successes will grow and accumulate.

This small start may be with one or two primary teachers and may involve only a small portion of the day's time and work. Here and there a few other teachers may be brought into the program, and as it seems advisable a larger proportion of the school day may be given to activity work. It will be a matter of carefully supervised progress by individual teachers.

With such a plan, it will require several years to bring about a general acceptance of the progressive program in the elementary school and another period of years will be necessary to introduce it on the secondary level—an accomplishment which is still unusual.

It is impossible for the superintendent or supervisor to foresee where this type of work may start. I recall one experience with a teacher who was quite successful in the use of traditional or formal methods. No one expected her to "go progressive," but one summer she took a long trip and in September she related some of her experiences to her class, showed them curios she had collected and exhibited her collection of travel pictures.

#### *How One Activity Program Began*

The children were especially interested in her accounts of the Pueblo Indians and one child asked if she could copy some of the Indian designs during the formal "drawing period." Although it was unheard of for a child to do otherwise than all the rest of the group, the teacher consented. As a result, an activity program began for that group of pupils then and there. Others copied Indian designs. Some drew pictures of the Pueblo houses. Questions arose about the designs, the houses and the Indians in general. A clay Pueblo was built in the room, on a small scale, and was replaced by a large one made of a shoe box. Once started, the project developed rapidly and was aided by a sympathetic supervisor. Soon several hours of the day were being spent on the Pueblo Indians and the work was involving history, geography, spelling, reading, composition, penmanship, dramatization, woodworking, drawing, painting, sculpturing, costume design, sewing and physical education. Quite unconsciously, it also involved many situations that called for discussions of citizenship, ideals and appreciations.

Other groups of children came in to see what was being done, at first out of curiosity aroused by the conversation of these children and later upon formal invitation. Other teachers became interested, too, and several projects started in other

rooms of the building. Of course, the supervisor was alert to develop these contacts and to foster the growth of the activity plan.

A great proportion of the public is suspicious and doubtful regarding anything new in the educational field. Consequently it is not good policy to label progressive education as a new policy and to shout from the housetops that the schools are accepting it. It is good educational strategy to

ested and that they ate, played and dreamed "Indian life."

The parents (all mothers, in this case, as is usual in afternoon meetings) went away from the school pleased with the work they had seen. As a result, they were active in promoting a feeling of good will toward school activities in that neighborhood.

The situation in Glendale, Ohio, has been a bit different from that in other cities. We have not



*Fourth grade pupils became interested in desert life and as a part of their work built a tent, painted pictures and scenery and wrote a play.*

introduce it gradually to parents and to the public just as it is best to introduce it gradually to teachers.

If a minor activity is started in an otherwise formal classroom and if this can be brought to the favorable attention of parents, this is a good start. It can be developed later that this represents the type of work that is known as progressive education.

For example, the children studying the Pueblo Indians invited their parents to school one afternoon, to see their shoe box Pueblo, their drawings and pictures and their collection or museum of Indian materials. On this occasion, the teacher explained how the work started and the children demonstrated some Indian dances and told about the life of the Indians in the Southwest. The supervisor was present and drew from the parents, by a skillfully conducted discussion, the fact that many formal fields of learning were being covered by this work. Several parents volunteered the information that the children were intensely inter-

been forced to go slowly in introducing progressive work and we have not needed to be missionaries for an unknown cause.

By means of a number of happy situations, many of our patrons have become familiar with the ideals and methods of the progressive school and this type of philosophy has been approved as a basis for our work by the Glendale Board of Education.

Another advantage in our Glendale situation has been the small size of our local school system. We have been able to reach all of our patrons easily and can therefore progress more rapidly than would be the case in a large city.

The present program of progressive work was started in September, 1930, and our agreement with the board of education for the school year 1930-31 was as follows:

1. Grades 1 and 2 were to operate on a purely progressive basis.
2. Grades 3, 4, 5 and 6 were to operate on a modified progressive basis.

3. The high school teachers were to use progressive methods whenever possible, but the formal units of credit, separate subject matter fields, required textbooks and fixed time schedule were to be retained as a basis.

#### *The Program in Effect*

Of course, with such a complete change in prospect, it was necessary to obtain teachers who were familiar with activity work for our first and our second grade rooms but this change was easily made.

When September, 1930, arrived, the first grade children developed an interest in building a playhouse and furnishing it, while in the second grade an excursion to the Ohio River gave rise to a transportation unit. In these grades, the fixed time schedule disappeared, the teachers' desks were moved out entirely, new types of supplies and equipment were provided and an informal program of activity work came into being. This continued throughout the year, various projects receiving attention.

In Grades 3, 4, 5 and 6, the daily time schedule was retained merely as a guide. Whenever the activity period of one hour a day could be profitably extended, this was done. Sometimes an interesting activity took practically all the school time. Sometimes the activity work waned and the formal schedule was followed.

In the latter part of April, a standardized testing program was given and we found that all of our classes except one was well above the grade norms established for the tests we used. Of course, we could not say how much of this good showing was due to the work done during the year and how much was due to successful work in previous years. We shall repeat the testing program with different forms of the same tests, this year, and this time we shall be better able to judge as to the actual success of our work. These tests cover academic accomplishment only, however, and we feel that we are making notable progress in other fields such as citizenship and the formation of higher ideals, better appreciations and more worthy attitudes in our pupils.

#### *Winning Parents to the Cause*

During the year, we were careful to keep parents informed of our progress with the new program. From time to time, the children in the various groups invited their parents to school for special programs. Several evening meetings showing the school in actual operation or emphasizing the work in various fields such as music and physical education proved to be successful. When classes went on excursions parents were invited to accompany

them. The board of education and the parent-teacher association received monthly reports upon the work.

At the end of the year, the president of the board of education called a meeting of parents and gave them an opportunity to discuss the work freely. No opposition developed and it was decided that the plan should be continued and enlarged when it was found necessary.

During the present school year, the pure activity program is used in our first three grades, a modified activity program exists in Grades 4, 5 and 6 and more freedom is creeping into our high school organization.

Present indications are that this work is increasing in popularity among pupils and parents alike and that the progressive plan will be extended year by year until it permeates our entire twelve-year program of public school work.

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### **Training Leaders in Vocational Guidance**

That anyone who engages in vocational guidance should be trained just as specifically as one who engages in the practice of medicine or engineering or any other profession, is the contention of Harry D. Kitson, professor of education, Teachers College, Columbia University.

Many persons who now hold positions in the field of vocational guidance have never been specifically trained for them, he continues. When some of them entered upon the work, there was no place where they could obtain training. Many who have entered the field more recently do not know that there is any place now where they can receive training. Many consider vocational guidance only a side line, anyway, and do not think it important enough to be trained for.

Some erroneous ideas prevail among the persons who agree that one should obtain some training before trying to do vocational guidance, says Doctor Kitson. One person will advise that training in psychology is the best; another will recommend training in sociology; another, in education; another, in economics. The fact is, if a man wishes to do vocational guidance he should be trained in vocational guidance. His training should be a graduate course, just as medicine is a graduate course, preceded by a good liberal education in which he should have studied history, economics, psychology, sociology, education and other subjects that contribute to a general education. The graduate work in vocational guidance should be of professional grade, based on a job analysis of the work which he must perform in vocational guidance.

# Achieving Educational Leadership Through Supervision

*That supervision not only should improve instruction but that it should also stimulate research and leadership is emphasized in this review of educational literature on the subject*

By OSMAN R. HULL, Professor of Educational Administration, University of Southern California

**T**HIS review is limited specifically to the element of leadership in supervision. There are surprisingly few recent articles on this subject, most of the material dealing with the general phases of supervision. By going back over several years, however, a number of interesting and stimulating presentations of the subject are revealed.

Current writers on supervision are quite consistent in their statements that supervision is concerned primarily with the improvement of instruction and only secondarily with the unification of the work of the school system. They make a distinction between those activities that are concerned with the improvement of the teaching process and those activities that frequently go under the name of supervision, but are primarily administrative in nature. Some writers go further than the improvement of teaching by stating that the primary function of the supervisor is to improve the whole situation by which the pupil learns, including the equipment and environment under the teacher's control, the health and attitudes of the group of pupils involved in the learning activity and the direction of this learning process by the teacher.

## *What Is Supervision?*

Supervision should have as an object the development of a group of professional workers, who attack their problems scientifically, according to William H. Burton, in *Educational Method* for April, 1930. He states further that the supervisor should develop with the teachers the scientific attitude and acquaint them as fully as possible with the results of scientific inquiries. George C. Kyte, in his book, "How to Supervise," says a good practical definition of supervision is "the technique of improving conditions in which more efficient learning occurs." A technique is a skilled way of doing things. It is a procedure involving

the use of people and things under the guidance of a trained individual. Technique in supervision implies purposeful, economical, skilled and worth while activities. It goes further to include manipulation of these activities as they are projected, adjusted or withdrawn, according to the demand of the particular situation. The inspection and rating of teachers for purposes of promotion, retention or dismissal, as well as the question of teacher discipline, are eliminated as having no place in creative supervision.

## *Clarifying "Leadership"*

Leadership may be more difficult to define, and the term, as used in educational administration, needs clarification. In the common use of the term, a leader is thought to possess superior powers in each field under his direction. That it is plainly unreasonable to expect a school principal or superintendent to be able to teach any class in his school better than the appointed teacher is indicated by David Snedden in *School and Society* for May, 1930. One might as well expect him to sing better than the teacher of music, or expect the superintendent of a railroad to show superior abilities in driving a locomotive, operating a telegraph key or building a bridge over a river.

One harmful product of our still surviving attitude towards leadership is the mental and emotional habits of regarding the human world as composed of a small number of leaders and a large number of followers. All teachers are in some relationships followers, and in other situations they are leaders. Ralph W. Swetman, president, State Teachers' College, Tempe, Ariz., states that there is no monopoly of leadership. It is the possession of everyone who foresees and prepares. He also indicates that our school systems are, perhaps, built too much on the philosophy of passive reception. This attitude hinders the development of leadership.

A leader must be able to stimulate others to constructive efforts. His professional attitude should be such as to create a similar spirit on the part of those under his supervision. Administrative leadership deals with the direction of achievement and the maintenance of present standards, while creative leadership is concerned with the improvement of achievement and the progress of standards. Inspection is clearly a directive function and has a legitimate place in the administrative organization of the school. Inspection, however, will never supplant creative supervision as a means of leadership. Its value is limited to the process of checking up results and the study of the mechanical phases of the teacher's work.

#### *The Principal as a Supervisor*

Is it the job of the principal to supervise? Does he know how to supervise? Will the teacher believe in him as an expert in her particular field? These are some of the questions raised by C. C. Cornell in his discussion of a report given in the *American School Board Journal* for July, 1927. After stating that surely the principal's important duty is to supervise to the degree that his teachers work happily under him, he makes the point that if the teacher is to grow in service, retain her ambition to serve, catch the newer concepts of education and herself become an investigator in her own field, the principal must allow his confidence and contentment in his business as supervisor to affect and influence his teachers. "The principal's ideals must be made concrete in the classroom." They must be demonstrable to the teacher and of such kind that the teacher can take them, build upon them and apply them in her own classroom.

E. E. Reeves, in the *American School Board Journal* for February, 1929, discusses the principal as a potential, although diffident owner of the title, "Master Supervisor." He states that if it is not possible for the principal to invade the teacher's domain often enough to do constructive supervising of the kind that leads right into the teacher's intimate daily problems, at least he surely has as his duty the practical, helpful business of placing the teacher in her proper sphere, helping her to have the attitude of experimentation and inspiring the teacher with confidence in her ability to teach and to learn.

Mr. Reeves raises two questions: "Can the teacher find time to become an experimenter in the scientific term?" and "Is she sufficiently interested to undertake the scientific attitude?" The author concludes that while this is a difficult problem, undoubtedly the teacher is better equipped strategically than anyone else to experiment with the pupil's most intimate problems. While an attempt

is made to keep creative supervision free from administration, the principal of a school is required to serve in a dual capacity. His function as administrator is to provide situations in which both teachers and supervisors can work to the best advantage, and to maintain a complementary relationship between administration and supervision.

The trend of thought on this question indicates that "supervisors should not be mere trainers of teachers, but instructional experts, responsible for the general improvement of instruction in their field of specialization," according to A. F. Barr in his recent book, "An Introduction to the Scientific Study of Classroom Supervision." According to this author, "the general improvement of instruction has been extended to mean (1) the giving of expert advice on the matters of instruction, (2) the development of new materials, methods and subject matter of instruction and (3) the development of the science of classroom instruction." Creative thinking and original research are expected of supervisors, leading to such possible varied products as new materials, methods and subject matter of instruction, new instruments of appraisal and new means of training teachers in service.

#### *Maintaining a Learning Attitude*

Barr cautions against the interpretation of creative supervision as "fanciful thinking," the mere creation of something new and fanciful and self-expression as an end in itself. The supervisor who wants creative thinking and the scientific method in supervision wants "teachers filled with a spirit of discovery, teachers with disciplined minds, who can take what is known and reach out into the unknown, teachers who can move on in a changing society." If creative supervision is thus defined, there is certainly ample opportunity for creative thinking in scientific supervision. In the sixth chapter of his book, Barr states: "It is generally much more desirable to place people in situations where the desirability of change can be directly experienced by the individuals themselves," and adds that supervisors almost universally violate this principle and "almost never give the teachers the kind of leadership that helps them to discover the desirability of change for themselves." He further suggests that teachers "must share in the judgment made about the objectives of education, about data gathering devices, about the evaluation of the products of learning, about the probable causes of poor work, about the probable effectiveness of different training programs and about the results achieved, if a favorable learning attitude is to be maintained."

An appraisal of supervision as he sees it is given by S. A. Courtis, in *Educational Administration and Supervision* for April, 1929. The supervisor needs to engage himself actively with helping the teacher to gain the "plan her work" point of view and the "put the plan into effect" point of view, as well as the "self-evaluation" point of view with respect to the results of the work accomplished. Definiteness on the part of both teacher and supervisor is required if these three points of view are to be carried out by the teacher. A supervisor might be entitled to recognition as a leader, according to W. C. McGinnis in his article on "Self-Analysis of Supervisors" in the *Journal of Education* for January, 1930, if he can answer "yes" to all of the following questions: Do I understand the difference between supervision and administration? Am I an active and sympathetic member of a teachers' organization? Have I improved since last year? Do teachers and pupils appear glad to see me when I visit? Do teachers come to me voluntarily? Do I give honest praise?

#### *A Leader of Teachers*

In the same number of the *Journal of Education*, Hazel M. Hack says that a supervisor is not a time or performance checker, but a leader of teachers. A supervisor should be a teacher helper. He should inspire teachers to find a professional and living growth, encourage them to be interested in and participate in the creative functions and stimulate zeal for educational progress.

While the concern of a supervisor, like that of a teacher, is to ensure minimum standards in the classroom, the supervisor should create a condition that is conducive to the professional growth of the teacher, and should encourage and stimulate creative teaching by granting the teacher the right and freedom of experimentation. Constructive criticism, adequate recognition of work accomplished and recognition of the professional status of the teacher are given as essential elements to leadership through supervision.

What do teachers want in supervision? Cornelia F. Adair presents an answer to this question in *School and Society* for March, 1928. "Teachers want freedom, growth, responsibility and democracy, rather than autocracy. They want cooperation; they do not want the supervisor to serve as a detective or inspector. Teachers want most in supervision, leadership—human, constructive and inspiring. They want men and women of sterling character; penetrating discernment; boundless sympathy; insatiable desire for complete development of youth; rich in experience and culture; open-minded in training; combining in their personalities high ideals of work, lofty standards of

achievement; keen dissatisfaction with less than the teacher's best." In his book, "How to Supervise," George C. Kyte presents a questionnaire, asking the teachers to state the nature of the help they like to receive from a principal. The teachers' replies are as follows: (1) More demonstrations of good teaching. (2) Definite policies in routine matters. (3) Definite constructive criticism. (4) More help in improving instruction. (5) More visitation and study of classrooms. (6) Testing the work of pupils. (7) More contact with children's activities.

A questionnaire on the most helpful supervisory procedures brought out the following: (1) Hold office hours for teachers seeking help. (2) Give classroom demonstrations when requested. (3) Hold instructional group meetings with new teachers. (4) Plan with new teachers individually. (5) Advise and assist in collection of collateral materials. (6) Help teachers with broad, suggestive recommendations. (7) Hold friendly personal conferences with teachers following each visit. Apparently the kind of supervision desired by teachers is less of a mechanical and more of a professional type, concerning itself primarily with child growth and giving evidence of a high type of inspirational and intelligent leadership.

A summary of the suggestions made by current writers indicates that in the development of leadership teacher participation is essential. There should be a program of continuous, organized study of educational problems by members of the teaching staff.

The creative teacher should be given an opportunity to contribute to the thinking and the planning of the educational program. The teacher should be given an opportunity not only to plan her work, but to put her plan into effect, and to evaluate her work when it is completed.

Appreciation of the teacher's work will strengthen her; lack of appreciation will break her.

Adequate provision should be made for the scientific attack of problems of the classroom.

#### *Looking Toward the Future*

A genuine personal interest must be taken in the teacher's personal advancement. This interest will improve and stimulate her. The supervisor must recognize the prime motive for a teacher's being in the profession and work with her from the point of view of personal success for the sake of personal success. The principal should inspire his teachers and recognize their growth by increased salary, assignment as committee heads and public recognition.

A friendly atmosphere of mutual confidence

must be established and maintained. A supervisor should encourage and promote self-confidence in the teachers.

A supervisor should emphasize incidents to be undertaken, rather than those that are past. The supervisor should help the teacher to do her projects better and reveal higher kinds of activity. The supervisor should help the teacher to plan, execute and evaluate. Self-supervision should be the objective. Intrinsic motivation is the most lasting, although extrinsic motivation is primary and essential. A supervisor should suggest improvements in the teacher's own plan, rather than submit a new one, and should refer proposed changes to fundamental principles of educational procedure, because a teacher must know why a change is desirable. Above all, the supervisor should avoid making dependencies of the teachers and should lead them into independent, creative, professional activity.

That there is a vast amount of important work being done in the study of supervision and that marked headway is being made in making supervision effective is clearly indicated by the literature upon this subject. Recent articles and books stress the need in supervision not only of effective service in the improvement of instruction, but also of research and leadership. These efforts to improve supervision evidently are in response to the challenge that supervision shall show results and rise to the level of leadership.

## Reducing Teachers' Salaries Declared Unsound and Unsafe

Reduction of school teachers' salaries at this time would be "unsound and unsafe," Dr. James N. Rule, superintendent of public instruction for Pennsylvania declared in a recent address before the annual convention of the School Directors Association.

Doctor Rule said that never before "have public school officials been confronted with such vital and such far-reaching problems of economy and public education."

"To cut teachers' salaries unless and until every other measure of necessary economy has been taken is unsound and unsafe," he said. "It will further reduce their buying power. Greatest of all, however, will be the loss of confidence on the part of those who direct the spiritual and educational development of our children."

The answer for lower school costs, Doctor Rule said, does not lie in a "disruption of salary schedules and the public school program." He suggested a comprehensive study of the situation.

## Mergers of State Colleges Urged as Economy Measure

Mergers by business firms for economy and higher efficiency may be imitated by state governments in administering their colleges and universities, Ward W. Kessecker, specialist in school legislation at the Federal Office of Education, stated recently.

North Carolina has set a precedent in consolidating and merging certain of its institutions of higher learning and is being watched with great interest by statesmen and educators in other states.

North Carolina enacted a law during the past year calling for the consolidation of the North Carolina State College of Agriculture and Engineering at Raleigh and the North Carolina College for Women at Greensboro with the University of North Carolina.

The trustees of each of the institutions will continue in their respective capacities until July 1, 1932, and thereafter will transfer their functions to a newly created board of trustees of the University of North Carolina.

Already there are indications that other states will adopt a similar program of control and management, he said. Additional information on this new phase of operating publicly supported colleges and universities, which Mr. Kessecker declared, "is one of the outstanding developments in American education in a decade," was supplied as follows:

Legislators in many states now have before them numerous studies on the administration of institutions of higher learning. Educators have had brought forcibly to their attention in these studies duplication of work, overlapping, and waste. Standards vary in different colleges in the same state, while salaries fluctuate at different rates.

Both educators and legislators also have come to realize that the location of the institution, its major purpose and the objective of a majority of its graduates should have an important bearing on the subjects it teaches and the special field it covers.

Many institutions established for technical training, for example, have drifted into general colleges teaching a hodgepodge of subjects in pale imitation of specially designed liberal arts colleges whose faculties and standards are very high.

What keen administrators of education are now seeking in some states is a centralization of control and administration in directing the colleges and universities. Uniformities in budget practices and accounting and simplicity of operation to eliminate waste and lost motion as well as to bolster up the standards to a high level are sought as not only desirable but necessary.

# Bringing the Question of School Costs Home to the Public

*The Department of Superintendence "interview" program is one that should lend itself to adaptation by any school system that needs the understanding and support of its community at this especially critical period*

**A**N IDEA that could be carried out advantageously in school systems throughout the country is that used by the Department of Superintendence in broadcasting its unusual program on school finance in Washington, D. C., February 24.

The broadcast was in the form of an interview—a plan that could be adapted to any number of interesting programs by large and small school systems alike.

For the benefit of those who did not hear the program, the entire interview is reproduced here. The arrangement of the material, too, should offer timely suggestions for the planning of radio programs to those educators who are constantly seeking new and better ways of interesting the citizens

of their communities in school problems, especially the problem of school costs.

**ANNOUNCER:**

The Department of Superintendence of the National Education Association is holding its sixty-second annual convention in Washington this week. The discussions of this great meeting vitally affect the educational welfare of more than twenty million school children. The National Broadcasting Company brings to you in the next half hour an excerpt from one of the important convention deliberations. Norman R. Crozier, superintendent of schools, Dallas, Tex., is presiding. Mr. Crozier.

**MR. CROZIER:**

When one of the greatest economic crises which



David E. Weglein



Norman R. Crozier

this country has ever faced threatened to reduce the educational opportunities of your boys and girls, the superintendents of schools of the nation through the national organization known as the Department of Superintendence of the National Education Association at once began to plan means of maintaining the present high standards of the schools until the emergency should pass. At the meeting of the Department of Superintendence held last winter in Detroit, an important committee was appointed to make a study of the urgent problems of school finance. This committee has been at work throughout the year outlining plans by which the schools may adjust their educational programs to the economic necessities with the least possible loss to your children.

This committee is composed of laymen as well as professional educators. Among the members present today are: David E. Weglein, superintendent of schools, Baltimore, Md., and chairman of the committee; Frank W. Ballou, superintendent of schools, Washington, D. C.; William G. Carr, director of research, National Education Association, Washington, D. C.; Edward B. Passano, Williams and Wilkins Company, Baltimore, Md.; George D. Strayer, Teachers College, Columbia University, New York City, and G. Carl Alverson, superintendent of schools, Syracuse, N. Y.

John A. McNamara, editor of an educational magazine known as *The NATION'S SCHOOLS*, is

visiting the committee to interview the members regarding some of their findings. Mr. McNamara is speaking.

**MR. McNAMARA:**

Why is it, Superintendent Weglein, that the school people are choosing this time to make a study of school costs?

**SUPERINTENDENT WEGLEIN:**

Economic depression and unemployment are affecting the financial status of public education in two general ways: First, the responsibilities of the schools have been greatly increased; and, second, the financial resources of the schools have been greatly reduced. These simultaneous demands for more services and lowered expenditures have placed the schools in a difficult position.

But this is not merely a school problem. I think you said the school people had chosen this time to study school costs. It is broader than that.

**MR. McNAMARA:**

Yes, I see that the committee has several members representing business. Why should you business men be working on this problem, Mr. Passano?

**MR. PASSANO:**

Concern over this problem is not, and should not be, limited to the educational profession. The ef-



William G. Carr



Edward B. Passano

fective and continuous functioning of the schools is a matter of first importance to the statesman, the business man, the parent, the manufacturer and the public in general. Solution of the problems of school support calls for careful research, clear thinking and cooperative action by all groups, both within and without the schools.

**MR. McNAMARA:**

Are the business men on this committee urging economy in school management, Mr. Passano?

**MR. PASSANO:**

Only the type of economy that will not damage the schools. Crippling the schools through unwise retrenchment, means an irreparable loss to American childhood, a lowering of national standards of culture, health and efficiency, and a dangerous attack on the soundness of our democratic institutions. At the same time, the taxpayer has both a right and a duty to assure himself that his taxes for schools are being wisely expended. Intelligent economy, which means getting the maximum return for every dollar spent, should characterize the school program both in prosperous and adverse times. It is a continuing responsibility of school administration to secure such economy and it is a correlative responsibility of the taxpayer and his elected representatives to see that it is secured. For these reasons, the decision of the Department of

Superintendence to receive a report on school costs from a joint committee of educators and laymen is particularly wise and timely.

**MR. McNAMARA:**

Did you say that business conditions are increasing the burdens of the schools, Superintendent Weglein?

**SUPERINTENDENT WEGLEIN:**

Mr. Carr, of the research division of the National Education Association, has been studying that situation. What do the latest reports show, Mr. Carr?

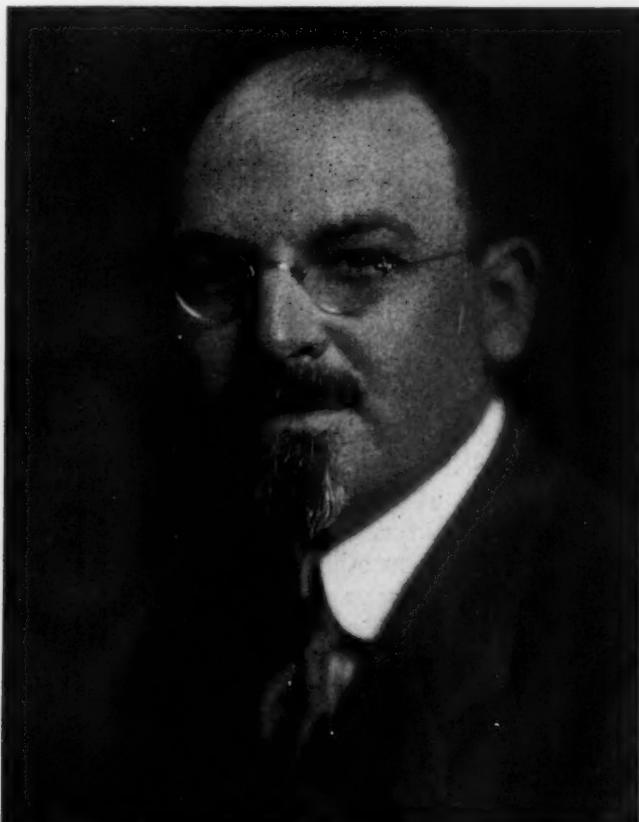
**MR. CARR:**

Economic stress inevitably involves children along with adults. Reduced standards of living, insufficient or improper food, loss of family savings, employment of mothers, curtailed educational opportunities, too early entry into gainful occupations, loss of confidence in the future, all interfere seriously with the welfare of childhood. For example, 150,490 school children in a single state will need food and other care from relief organizations this winter. Such conditions are placing additional demands and responsibilities on the schools.

In Chicago, the annual increase in enrollment during the two depression years has doubled the annual increase of the two preceding prosperous years. The schools are being called upon to provide for large numbers of youths and young adults



G. Carl Alverson



Frank W. Ballou

who, under normal economic conditions, would have entered gainful occupations.

**MR. McNAMARA:**

How are the schools planning to take care of these additional pupils and these demands for new services, Mr. Carr?

**MR. CARR:**

It is a grave problem, and one that the public as a whole is concerned in solving. In spite of these heavily increased demands, about two-thirds of the public school systems in cities over one hundred thousand population are now operating on reduced budgets. One study of a sampling of cities through the country indicates that the average city school budget for 1932 would average four and a half per cent lower than it was in 1931. Rural areas face a similar problem.

As a result of the dilemma imposed by reduced resources and increased demands, many school systems are now curtailing or entirely abandoning important educational services, some of which are particularly essential during a period of economic hardship. A few examples reported by many school systems include: complete closing of all schools in some localities; serious reductions in the length of school terms; closing of night schools; reduction or closing of kindergartens; larger classes; abandonment or curtailment of phases of school health work.

**MR. McNAMARA:**

Are such conditions general throughout the country, Mr. Carr, or are they limited to certain sections?

**MR. CARR:**

A complete and up-to-date state by state report of the effect of the depression on school finance is not available. Conditions are changing so rapidly that reports are sometimes outdated before they can be assembled. Nevertheless, a number of statewide studies of the situation have been reported and the committee has been able to assemble some information concerning every state.

The several states have been affected in different degrees and in different ways. In some states the problem is acute; in others seriously harmful retrenchments are threatened rather than actual. In some states tax delinquency appears to be the immediate and crucial problem; in other states tax levies have proved insufficient because of a decline in assessments.

**MR. McNAMARA:**

Just how is this emergency in general governmental finance going to affect the schools? Can

you explain that to us, Superintendent Ballou?

**SUPERINTENDENT BALLOU:**

Those who are connected with school systems must recognize clearly that the question of the amount to be expended for school purposes cannot be and should not be omitted when consideration is given to the problem of general governmental expenditures. School people generally do recognize their obligation to help meet the emergency which has developed.

School expenditures constitute one of the largest, and in some localities, the greatest single division of governmental expenses. On that account there develops a tendency to use the school system as the place for greatest retrenchment because of the possibility of reducing school budgets by large amounts. Here lies a source of danger.

Hasty and ill-considered reductions in school budgets may do harm to the education of children which can never be overcome. It should be remembered that the boys and girls who are now in school have only this opportunity to secure their education. Whatever is eliminated for them at this time cannot be replaced later on.

**MR. McNAMARA:**

But somebody has to say how the public money is divided among the various needs of government. What does the committee think about that, Superintendent Alverson?

**SUPERINTENDENT ALVERSON:**

Although the formulation of a school budget is a task calling for professional judgment and technical skill, the final responsibility for approving the budget and for fixing both the relative and total amount of school expenditures rests squarely upon the entire community. The schools belong to the people. Society has established public schools to meet certain clearly defined needs. Reductions in educational expenditures are not a matter of concern to school people alone. The public must bear the ultimate responsibility if any community determines to set aside competent professional advice and reduce the amount of school resources below the level of safety.

There are two decisions to be made: First, what total sum shall be allotted for educational purposes? The final responsibility for this decision rests with the entire community. The second, what is the most advantageous distribution of the amount provided for schools by public decision? The second decision, as Superintendent Ballou said, should be vested in the professional staff of the schools reporting to the board of education.

**MR. McNAMARA:**

Your report shows that the schools are having

to take care of bigger enrollments and at the same time work on smaller budgets. What sort of economies, Superintendent Alverson, do you think boards of education ought to adopt in the face of that situation?

**SUPERINTENDENT ALVERSON:**

No one answer can be given which may be applied to all school systems. Few factors contribute more to economy and efficiency in handling school funds than a sound budget plan. In a time like this, the estimates of expenditures may have to be revised downward to balance the estimated income. In considering the question of school budgets, there are certain sections that call for special study, such as the capital investment in school buildings and equipment, the types of school services which are being rendered, the amount going for salaries, and the efficiency of the business methods being used in handling school funds.

**MR. McNAMARA:**

What about teachers' salaries, Superintendent Ballou? Can reductions be made in that item?

**SUPERINTENDENT BALLOU:**

Retrenchment in teachers' salaries tends ultimately to retain the poorest teachers and to drive the best teachers into other careers. Teaching has not yet attained a satisfactory position when the importance of the service and the comparative earnings of other occupational groups are considered. The average salary of teachers is still less than three-fourths as much as the average salary of gainfully employed persons. Meanwhile, requirements for certification and appointment to the teaching service are steadily increasing.

In the last analysis the people will secure just as good schools as they are willing to pay for. If the nation expects to secure progressively better equipped teachers for its children it must not consent to a reduction of teachers' salaries. At the same time the teaching profession must show the public that better salaries actually do purchase better teaching service.

**MR. McNAMARA:**

Did you have a comment on that, Superintendent Weglein?

**SUPERINTENDENT WEGLEIN:**

It cannot be stated too emphatically that reduction of the items entering into a school budget and possible economies which may be put into effect are matters requiring close study and careful thought for each school system. No general statement of special items can be given which would apply with equal validity to all school systems.

Here is a field for thoroughly trained and experienced school people, and they should not only

take the initiative to secure adjustments looking to economy but should also inform the public of the damage which may result from any ill-considered proposal. The decisions that must be made as to desirable and undesirable forms of economy should be based upon expert professional knowledge. A given procedure applied to one system may cause comparatively little harm while the same economy when carried out in another school system may result in great damage to the education of the children.

There are two problems that states and com-



*George D. Strayer*

munities are facing in school finance. First is the present emergency, which we must meet with as much courage and resourcefulness as we can muster. Second is the whole background of governmental and school finance which has had some part, at least, in bringing on the present situation. The steps taken to meet the emergency should be in the direction of improving the basic situation. You should have the long-time program in mind in making decisions today.

Professor Strayer has been studying this basic problem.

**MR. McNAMARA:**

Most people think that the emergency in school finance is the result of current business conditions.

What is this other source of trouble, Professor Strayer?

**PROFESSOR STRAYER:**

The financial difficulties which many school systems face today are largely the outcome of two factors: first, the inherent shortcomings of the revenue system through which education is financed, and, second, the reduction of incomes which has resulted from the current economic depression.

You have already heard something about the second factor. The committee has also considered the major shortcomings of existing methods of financing education and is suggesting routes which promise to lead to improvement.

Modern programs for the financing of education have two principal aims. First, it is the object of the state to guarantee the children of all communities an acceptable educational opportunity so financed that its cost bears with equal weight on all communities. Second, it is the purpose to raise the money required for education through a system of taxation which rests equitably upon the total economic resources of the state.

The machinery for financing education in the great majority of the states falls far short of achieving these two purposes. As a result, the difficulties of financing education are unnecessarily great even in a period of prosperity. In an economic crisis when income is seriously reduced they become almost insuperable in many communities.

**MR. McNAMARA:**

You used a mouth filling phrase there—"an acceptable educational opportunity." I suppose, Professor Strayer, that just means that every child has a chance to go to school?

**PROFESSOR STRAYER:**

Yes, and a chance to go to a good school. It means that the people of a state agree upon the basic schooling which its most humble resident needs to fill his place as a citizen—the minimum of educational opportunity—and then see to it that every child in the state has at least that basic education, whether he lives in a wealthy city or on a remote mountainside.

Few principles are more firmly established in American thinking than that every child shall be guaranteed an opportunity to develop through education such talents as he may possess.

All states now recognize education as a matter of state concern and many states now include a mandate in their constitutions which makes it a duty of the legislature to provide for the schooling of all children.

**MR. McNAMARA:**

Should a state department of education finance

all of the schools within the state, Professor Strayer?

**PROFESSOR STRAYER:**

It should guarantee this basic education. A state school equalization fund is needed, so that when local taxes at a fair rate do not produce enough money for this basic education that we spoke of, the state will make up the difference.

Most of the states are unwilling to take over the total burden of financing the schools because of the restrictions upon the exercise of local initiative which might result. On the other hand, the delegation to the localities of the full responsibility for school support has proved disastrous. It has been repeatedly shown by students of school finance that modern economic organization results in wide inequalities in the distribution of taxable wealth among the local areas of a state. It has also been demonstrated that these inequalities reflect themselves in indefensible variations in the quality of educational opportunity offered. It is therefore necessary that the state participate if equalization of opportunity is to be achieved in the various localities.

**MR. McNAMARA:**

When the state steps in that way, Professor Strayer, I should think that the local boards of education might lose their sense of responsibility and let the state do the whole job.

**PROFESSOR STRAYER:**

No, it should be emphasized that the equalization of educational opportunity by the means described in our report need place no restriction upon local initiative or upon the amount which the local community may expend. It merely guarantees that every community shall offer not less than an acceptable minimum school program and that the burden of supporting this program shall fall with equal weight upon all localities.

The way is left open for any or all localities to levy a tax at a rate higher than the prescribed minimum, and to exercise initiative in developing new and desirable forms of educational service.

**MR. McNAMARA:**

That is an interesting theory, Professor Strayer. Has any state tried it out?

**PROFESSOR STRAYER:**

We have had sufficient experience with the plan which has been outlined for equalizing educational opportunity to demonstrate that it is sound in practice as well as in theory. A number of states representing widely varying economic and educational situations, such as New York, Maryland, Missouri and Arkansas, offer an opportunity to

study the operation of the proposed method of equalization in several stages of development.

**MR. McNAMARA:**

You have mentioned tax rates and the taxation system several times. Did the committee study that problem, too?

**PROFESSOR STRAYER:**

The problem of revising the methods of raising school money is a phase of the larger problem of modernizing the antiquated taxation machinery which exists in the majority of our states.

The obsolete methods of securing public revenue now in operation in most states make impossible the realization of a second major objective of a sound state school finance program, namely, the raising of money expended for schools in a manner which bears equitably upon the whole taxpaying ability of the people of a state.

The general property tax is the principal, and in some states, almost the sole source of revenue for school support. The general property tax as a principal source of revenue violates the first principle for general taxation, that the tax collected should be proportional to ability to pay. This tax is inequitable in that it bears upon only a portion of the taxpaying resources of a modern state. It is practically impossible to administer it justly and effectively.

More than a decade ago an authoritative group of tax experts as a committee of the National Tax Association pointed out the lines which state tax reform should follow. Reduced to its bare essentials this proposal suggested that a sound state tax system should provide for the following: first, the payment by gainfully occupied persons of a direct personal tax in the state in which they reside; second, the imposition of a tax on business carried on within the state; third, the taxation of tangible property by the local jurisdiction in which it is located.

The soundness of these proposals has come to be generally recognized. Translated into practical tax machinery they properly involve the shifting of a share of the burden of public expenditures from tangible property to important but intangible forms of taxpaying ability which modern economic development has created.

A number of states have made progress during the last decade in revising their tax machinery. A series of new taxes have been put into operation some of which represent acceptance of the proposals of the committee of the National Tax Association.

Sixteen states now levy a personal income tax in some form. Additional states levy taxes on various types of business income. The sales tax

exists in the form of a tax on gasoline in most states, and as a tobacco tax in several others. The severance tax in the form of a levy on the extraction of minerals has been enacted in some states. All but three states levy a tax on the transfer of property by inheritance. The enactment of these and other taxes indicates that progress is being made in increasing the base from which tax revenue is derived.

**MR. McNAMARA:**

What is the procedure which should be followed in improving the tax system of a state, Professor Strayer? It would seem to be a very complex affair.

**PROFESSOR STRAYER:**

The first step in modernizing the tax machinery of a state may well be the formation of a commission made up of laymen, educators and tax experts charged with the duty of comprehensively studying the whole problem. This commission would provide for the expert investigation which should precede legislation in this field.

The advice of tax experts should be secured. Contacts should be made with sources of information such as the National Survey of School Finance which is now under way in the United States Office of Education. The experience of states such as New York which have made substantial progress in modernizing their revenue systems should be reviewed and the reports of their state tax commissions studied. Material collected from such sources along with that made available by an intensive study of conditions existing in the state itself should make it possible for the commission to recommend the steps necessary to the modernizing of the system of taxation which may be in effect.

The Committee on School Costs is firmly convinced that school financial problems can be solved only through a revision of state tax systems. The conclusion of our report deals with the necessity for action in that field.

**MR. McNAMARA:**

What is that recommendation, Superintendent Weglein?

**SUPERINTENDENT WEGLEIN:**

It takes the form of a resolution, which was presented yesterday to the Department of Superintendence. This is the wording:

Whereas, The current emergency reemphasizes the fact that the financing of public education is a responsibility which should involve the technical advice of experts in taxation, the cooperation of professional school people and the educational policy of the public,

Be it resolved, That the Department of Super-

intendence recommends that there be constituted in every state a group of citizens, including expert economists, competent school people and representative laymen, to make a careful study of the existing systems of taxation, and

Be it further resolved, That since a comprehensive national study of school finance is under way under the direction of the United States Office of Education, the utmost cooperation should exist between such groups as may be established in the several states and the National Survey of School Finance.

**MR. McNAMARA:**

On the whole, Superintendent Weglein, would you say that the outlook for the schools is rather discouraging?

**SUPERINTENDENT WEGLEIN:**

I would not agree to that.

The situation calls neither for panic nor despair. It does call for careful study and courageous action on the part of civic, business and educational leadership.

It behooves intelligent educators to search the present emergency for opportunities to effect educational reform which will be of permanent value. Such reform may be easier to achieve in some instances in an economic crisis than at other times. If we know where we want to go, if we are resolute in throwing our weight into the balance where it will accomplish the most good, we may look back upon the early thirties of the twentieth century as a time when advances in the financing of education of a most substantial character were achieved.

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## South Carolina Leads in Compiling School Data

South Carolina has adopted and put into effect one of the finest systems in the United States of reporting and accounting public education statistics, E. M. Foster, chief of the division of statistics, Office of Education, announced recently.

For completeness, simplicity and speed of compilation, it is indeed a model, he asserted. Other states, which take from seven to eighteen months to compile their public school facts, will find that South Carolina has made a forward step in adopting the so-called uniform system of reporting and accounting advocated by many students of statistics and public finance.

The South Carolina report is outstanding in two important respects: first, in organization and completeness following the general form of the so-called uniform reporting and accounting, and second, in its rapidity of publication.

Another feature is in reference to itemizing expenditures. Complete state and county expenses for public schools, even from general funds, have been brought into income and expenditure statistics, giving complete costs. Many items heretofore unavailable are now accessible.

The South Carolina report does not dodge facts. For example, it sets forth boldly the Negro and white statistics side by side, and shows salaries of teachers, enrollments, costs, length of terms and numerous details which are at times rather extreme in comparison. By way of illustration, although there are just 8,000 fewer Negroes in school than whites (who number 189,000) the state expends \$13,000,000 on the whites and approximately \$1,000,000 on the Negroes. Salaries of teachers of each group are no less separated in comparison.

Although the states, except five or six, have accepted the fundamentals of the uniform system of reporting and accounting, they often are incomplete in important details which occasion considerable effort to ascertain so that proper comparison in a national study can be made.

If all states had a similar system of uniformity, the task of compilation on a national scale would be made much more simple and the public as well as educators could be informed more quickly.

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## Enlarged Service Planned for the Exceptional Child

The Office of Education has announced the enlargement of its services to exceptional children, including those who are physically handicapped, and Beatrice McLeod, former state director of special education in Wyoming, has been appointed specialist in the education of these children.

This appointment of an additional specialist to deal with education and training of the physically handicapped marks an enlargement of the Office of Education service to exceptional children. The new specialist will report work being done in behalf of such children, including the blind and partially seeing, the deaf and hard of hearing, the crippled, the anemic, the cardiac, the tuberculous and the speech defective. She will cooperate with agencies and school officials, assist in surveys and conduct studies of physically handicapped children to aid in the general promotion of work for further special treatment and training, educationally and socially, of these children.

Standards of admission to and achievement in special classes for these children, with administration and organization of the work of special classes, will also be studied.

# Obtaining Food for the Lunchroom at the Best Prices

*The purchaser holds a highly technical job in which accurate records are a necessity, constant checking and supervision are desirable and alertness to market conditions is essential*

By HOWARD L. BRIGGS, Director of Vocational Education, and CONSTANCE C. HART, Supervisor of Lunchrooms, Board of Education, Cleveland

EFFICIENT management and carefully considered menus are of little significance unless the purchasing set-up for public school lunchrooms is such that food may be obtained at the most advantageous prices, and unless quality is protected by accurately prepared specifications and adequate checking at the time of buying.

The purchasing procedure of the various lunchroom systems of the country varies considerably. In Cleveland, the lunchroom department employs

a purchasing agent whose salary is paid from the lunchroom returns. Her authority to purchase is deputized by the bureau of purchases of the board of education. This is done to meet certain state legal requirements, and further, to safeguard the interests of the public through the additional checking of all specifications and proposals prepared by the lunchroom department bureau of purchases.

In Louisville and Springfield, a similar procedure to that of the Cleveland plan is followed. In



*Different brands of food are tested for solid and liquid contents, taste, count and color. This determines future purchases.*

Columbus, Birmingham, Newton, Grand Rapids, Los Angeles and Toledo each manager purchases directly for the particular lunchroom of which she is in charge. In St. Louis, all of the purchasing is done by the supply commissioner, who, in addition, has full charge of lunchroom management. In Baltimore, the purchasing is done by individual managers, except on staples. In Boston, since the lunchrooms are operated by the Women's Industrial Union, the general buyer of this organization purchases all lunchroom supplies.

In Wichita, the lunchroom department makes recommendations to the supply committee of the board of education, which, after approval, passes its recommendations on to the board of education. This process eventually enables the lunchroom supervisor to purchase the items upon which the committee and board endorsement has been obtained. In Pasadena, the director of cafeterias enters directly into annual contracts for supplies and local contracts for perishables, under authority granted by the cafeteria association of Pasadena, an organization operated without profit or loss for the control of public school cafeterias. In Pittsburgh, the individual school managers make their purchases under the supervision of the supply commissioner. In Philadelphia and New Orleans, the director of school lunchrooms has full authority to conduct all of the purchasing.

In Cleveland, all lunchroom purchasing is done on a competitive basis. Purchases made in quantities as large as those of a public school lunchroom system necessitates that the utmost care be observed in establishing standard specifications which are definite and inclusive enough to make it possible for all vendors to bid upon a common basis. Specifications upon foods have become quite technical. If they are not written according to standards accepted by the vendors, the buyer has no protection if substitutions have been made.

#### *Buying Practices That Save Money*

For instance, it might be considered good practice to purchase vegetables by the bushel basket as a unit of measure. All Cleveland lunchroom specifications have been written on the pound basis when applied to vegetables. The lunchroom department, in cooperation with a number of vendors, has determined what a standard bushel basket should hold in pounds for each particular vegetable. This information is in turn given to the lunchroom manager. She is instructed not to accept bushel baskets of any item unless they comply in weight with the standard specifications.

If accepted standard weights, however, are specified, considerable saving is effected by both the vendor and the buyer, since repacking is unneces-

sary. The commission merchant always insists that goods delivered to him by the grower meet minimum weight specifications, which are the standards specified by the lunchroom department. Counts on oranges, grapefruit and lemons per crate are necessary. Not only the count per crate on cauliflower should be specified, but the weight per head.

Daily market reports on fresh fruits and vegetables, butter and eggs are received through the mail from the United States Department of Agriculture, Bureau of Agricultural Economics. These bulletins are complete, specifying supply and demand. The following is an illustration:

**Asparagus:** Supplies moderate. Demand slow, market steady. Very few sales. Express receipts. Calif. 1 doz. bunch crates, green, bunched, large size 5.50-6.00, medium size 5.00, small to medium size 4.00-4.50; loose, large size, mostly 5.50, few 5.75-6.00. Ga. 1 doz. bunch crates, green, bunched, medium size, mostly 5.00, small size 3.50-4.00.

These statements indicate what can be bought to advantage at various periods of the year and what the prices are likely to be.

#### *Western Butter Is Considered Superior*

The purchase of butter is a vocation in itself. Government bulletins are of definite assistance in determining what to look for in the purchase of butter. Butter is graded according to flavor, solids, color and texture. The part of the country from which butter comes is important. Western butters are supposed to be superior to Eastern and Midwestern creamery products. The large Western territories devoted to dairying offer better opportunities for the creamery to standardize its products, and offer a larger field for selection.

Butter grading is not subject to an accurate test as are milk and other products. The best butter is supposed to be 93 score butter; 92 score is of excellent quality, and is satisfactory for lunchroom uses. We have found the 90 score butter offered by some companies to be satisfactory. Cash quotations are studied by the lunchroom purchasing agent daily. In Cleveland, percentage prices are quoted over the Chicago market for butter because Western butter is preferred. Butter prices are quoted on the local firms' percentage added to the market quotation.

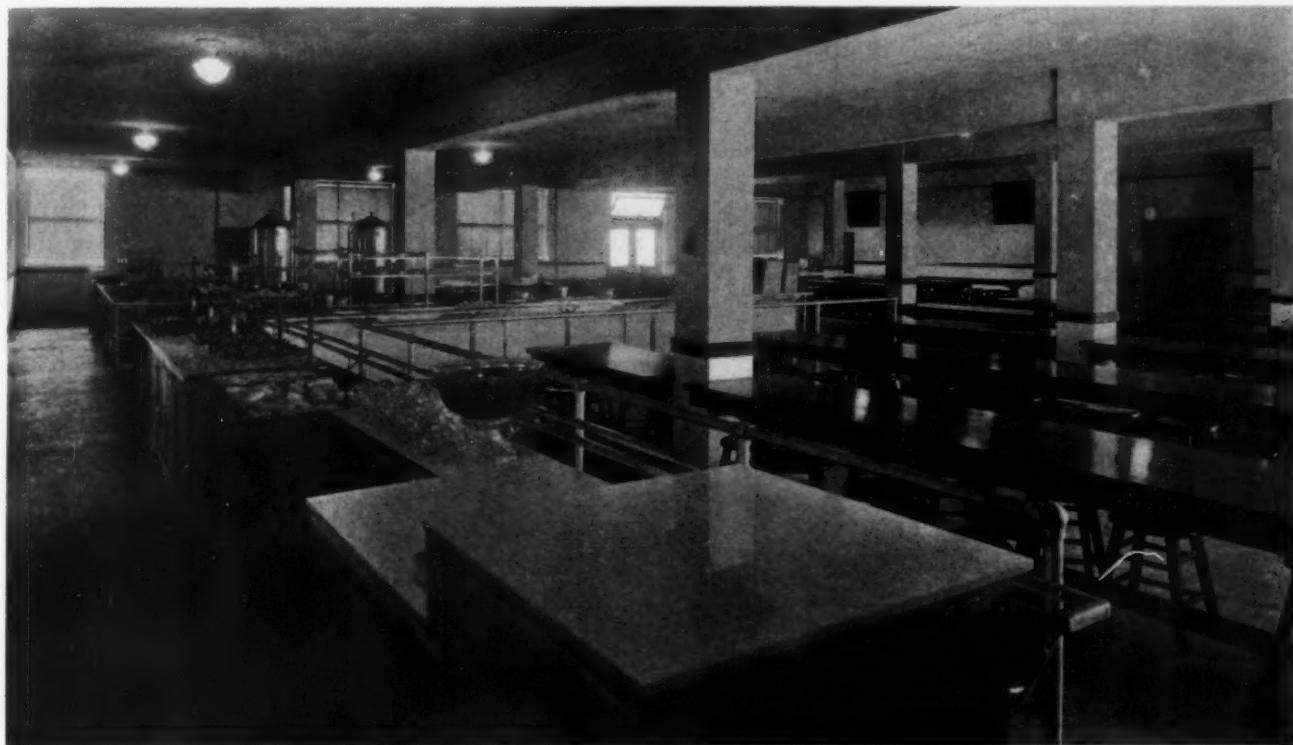
The same is true of eggs. The quotation on eggs, however, is over the local market price. Eggs are candled to ascertain whether they are full and the contents are clear. They are graded according to size, color and weight. They are classified as extra firsts, (which must be 55 pounds per crate or over) and current receipts (54 pounds per crate or less, of mixed quality and, although fresh, not

of necessity full and entirely clear). These specifications are, of course, exclusive of storage eggs. Storage eggs are used only when the market price of fresh eggs reaches such a level that it is impractical to use them for cooking. The purchase of eggs requires considerable experience, and the ramifications are so great that it is impossible to cover them in detail in this article.

Specifications are never final. Standards are

chops to the pound is important; cheese must have weight limits. Writing specifications is a science based on experience.

Practices in other systems relative to the preparation of standard specifications vary. St. Louis states it has no exact specifications but makes tests before purchasing. Springfield carries on in a manner similar to Cleveland, and the same is true of Pittsburgh. Birmingham accepts standard food



*This school cafeteria in Louisville, Ky., presents a distinct contrast in the way of sanitation to that of the "store across the street" where so many of the pupils formerly congregated at the lunch hour.*

subject to constant revision and improvement, based on new demands of the lunchroom department itself, and changes in the accepted commercial standards. Specifications must be written to meet the particular needs of a school lunchroom system. Let us consider canned fruit. If it is to be used for pies, solid packs are acceptable. If it is to be served over the counter as in dessert or salad, it should be packed in syrup and it should be firm and of a good color. It would be extravagant to use the latter pack for pies, and it would be impossible to use the former for salad or dessert services. Again, specifications as to the number of pieces to the can are employed, and must vary with the use and price to be charged for it. It must be determined what the relation should be between the size of the fruit, the purpose for which it is to be used and the price that is to be charged.

The specific gravity is defined for canned tomato purée. A chicken of a given weight has been found to have a larger ratio of meat; the number of

specifications prepared by the city health department. Newton, Boston, New Orleans and Toledo have no standard specifications. Louisville purchases only nationally advertised brands. Wichita has standard specifications on some of the raw food items. Baltimore has standard specifications on a limited number of items. Los Angeles has specifications on only those items that are cooperatively purchased.

Equally definite specifications must be prepared on small equipment. Specifications must be written so that at least three vendors may bid upon the item to make it legal. This does not, however, prevent the specifications from establishing the product of some company as a standard for which the others wish to substitute an equal. Indefiniteness usually results in a substitution of an article at a lower price, which is inferior to that which is desired. The specifications on silver were covered in the previous article, and indicate the extent to which the lunchroom must go in preparing specifi-

cations which exactly define the product desired. It is, of course, advisable that factory catalogue numbers shall be used rather than the order number of some local firm, since it makes available to a greater number of bidders the information they desire before considering the contract.

#### *Getting the Best Service From Equipment*

In the purchase of light equipment, the length of service is important. One way to determine this is by the maintenance of accurate records, which will indicate the life of the unit in question. The Cleveland school system has made a careful study of the life of china and glassware. The individual china and glass units were listed with the quantities originally purchased. An inventory was taken at the end of each year and the actual breakage computed in percentage terms. This was done with several schools in which different makes were used. The final result was a conclusion that justified the purchase of more expensive china.

It has also been found that some schools take much better care of their china than others. In this case it is the supervisor's duty to notify the manager about her carelessness. In one particular school, supervision resulted in a decrease of the percentage in the breakage of china by one and one-half, and a 10 per cent decrease in the breakage of glassware. In another school the glassware breakage was actually decreased 28 per cent in one year by increasing the care in handling.

A study of the records and reports maintained by the purchasing agent of the Cleveland lunchroom system may be of interest. A certain amount of research is essential to determine the qualities and quantities of food to be purchased. She maintains a comparative price list which is based on prices in effect the first week in each month. Averaged for the entire school year, this gives some criteria of the prevailing cost of food over long periods. Although considerable clerical work is involved in maintaining median price tendencies over a period of years, such figures are significant in determining sales prices on standardized recipes, since cost computations can be multiplied by an index number based on former and current prices.

A complete quantity food report is kept at the central office, which has been posted from weekly orders of the individual school lunchrooms. A monthly total is made for each school, a semester total for all the schools, and an annual summary. This forms a complete record of all food purchases used by the lunchroom department. Each manager receives an annual report for her particular school. This enables the purchasing agent to make available to the vendors a fairly accurate idea of the total business upon which they are bidding.

Furthermore, these reports are kept for a five-year period, which enables both the lunchroom department and the vendor to anticipate increases in the lunchroom business from year to year.

The Cleveland lunchroom purchasing agent maintains an accurate record of all tests made both before and after the purchasing of foods. Evidence must immediately be available if it becomes necessary to cancel a contract. A record of tests on futures is maintained, together with records of Cleveland City Hall laboratory tests on milk, chocolate milk, ice cream and orange juice. Specimens of milk are collected from the original delivery bottle by the health department at times unknown to the vendor. Reports forwarded to the lunchroom department include bacterial, lactometer, fat and solids tests. Cleveland standards place a minimum lactometer test of twenty-nine, butter fat three and five-tenths and solids twelve.

Similar food reports are employed by most of the cities maintaining a centralized lunchroom system. In Birmingham, each manager keeps reports of food purchased. In Grand Rapids, the food report is kept by each cafeteria, from which weekly reports are prepared for the central office. Baltimore keeps reports on some food items purchased, both for individual schools and total school consumption. In Los Angeles, tabulations for each lunchroom are prepared through the supervision of the director of the student body finances.

It has already been emphasized that it is essential for several vendors to bid upon all proposals in order that the contract may become a legal document. The specifications referred to are, therefore, attached to a proposal sheet, which states in detail the terms of the contract. These proposals are submitted to the vendor at definitely stated periods. Lists of vendors' names are compiled from those making application for a proposal, who can give us sufficient evidence that they can be responsible for the volume of business and the type of service we demand.

#### *Propitious Bidding Season*

There are certain periods of the year when it is greatly to the advantage of the purchaser to receive bids. Bread naturally depends upon the wheat crop, which is named about the first of August. Orange juice prices vary with the crop situation in Florida and California. Bids may frequently be received to advantage as late as October. On milk and ice cream annual bids should be received as late as possible. It is, of course, necessary to let these bids before the opening of school, since refrigerating units are installed by the ice cream company receiving the contract.

Staples and some of the canned goods are pur-

Proposal, Not an Order  
BOARD OF EDUCATION LUNCHROOMS  
BUREAU OF PURCHASES  
314 Standard Bank Bldg.

The undersigned propose to furnish all merchandise listed below to the entire satisfaction and acceptance of the Board of Education, and for the following prices:

Firm: The Smith Son's Milk Co. Date: July 1, 1931

Paste here

**GENERAL CONDITIONS**

This proposal must be filed with the bureau of purchases before 10:00 o'clock A. M. Eastern Standard time Wednesday, July 8th, 1931.

This proposal for merchandise herein listed shall cover period from September 1st, 1931 to September 1st, 1932.

Quotation to be made in ink.

Samples to be submitted on items above when requested.

Deliveries must be made to the lunchroom department, when and where directed, and delivery slip signed by lunchroom manager. Deliveries not maintained to schedule shall be cause for cancellation of this proposal or contract.

Merchandise delivered in insanitary containers, or in an insanitary manner, or found to be unfit for lunchroom purposes, or failing in any way to comply with the specifications of this proposal will be rejected and will be removed at the expense of the contractor. More than two failures to comply in full with the terms of this specification will be considered just cause for cancellation of this agreement.

Daily or standing orders will be telephoned by lunchroom manager.

Business will be awarded on a basis of unit prices quoted, times the quantities purchased the previous school year. The quantities stated, however, are no guarantee of the amount to be purchased during the period of the new proposal.

All milk and cream delivered under this proposal or contract must comply with the City Board of Health requirements as to bacterial count, butter fat content, etc.

All statements should be mailed to the lunchroom department, Room 514 Standard Bank Bldg., the first and not later than the third of each month. An itemized statement for each school and a total for all schools.

No charge to be made for breakage or shortage in bottles, cases or containers.

All milk and cream to be picked up and credited each Friday and the day before holidays.

Merchandise delivered and accepted under this proposal or contract is to be paid for not later than the fifteenth of the following month.

The Board of Education reserves the right to make awards on this proposal to the lowest responsible bidder by items, or by the net total bid, or to reject any or all bids.

No addenda are to be added to this proposal.

Terms..... Disc. Cash..... Days

Name .....

Per ..... An Officer of the Company

Address .....

chased annually for spot delivery. Prices fluctuate so rapidly on staples and spot canned goods that the following clause has been incorporated in the proposals on these items: "It is understood and agreed that should any price reduction or advance occur between the opening of this bid and the shipment of goods, the board of education shall be notified before shipment. This change may be given over the telephone, but it must be confirmed by letter." The purchasing agent for the lunchroom department receives this change in price, enters it on the permanent price record file and again compares as to the lowest bidder. If the vendor making the change in price is still the low bidder, providing the bid is on the same brand or an approved equal, he will continue to receive the award of the item in question.

***Buying on "Future"***

Canned goods used in quantities are bought on "future." About three-fourths of the amount used the previous year is purchased on this basis; the balance is bought on spot in the manner already described. When the fruits and vegetables are still growing, their output is estimated by the canners. Their representatives are supplied with the prices to be quoted if the business is placed within a certain time. The prices on vegetables are named in the early spring, fruit crops in July and August, and fish bids (salmon, tuna fish and shrimp) are received late in August.

Frozen fruits are bid upon at practically the same time that canned fruit prices are available. The cost of frozen fruit sometimes varies from month to month, as a refrigeration charge is added for each month of storage.

Buying "on future" is advantageous to the buyer, since prices are usually lower than if bid on spot, and the standard quality and quantity of canned goods are ensured for the coming year. Samples of futures taken from the previous year back are submitted as minimum standards which the new bids will meet. These cans are cut and compared as to price, taste, solid contents and color. When the brand selected has been decided upon, an additional sample can be stored until the new shipment arrives in the fall. This can is then cut "against" the new pack.

The lunchroom department has been fortunate in arranging for the storage and payment of futures. As these futures are taken out of stock, they are warehoused and billed each month by the firm receiving the contract. Definite records of all deliveries on future orders are maintained by the purchasing agent, so that she may know how large a quantity of goods is in storage the balance of the year. In exceptional situations, such as that

of the past spring, owing to uncertain market conditions, the Cleveland buyer placed orders only until January first, since with the falling market it might have been possible to buy on spot to advantage. A number of canners would not accept future business because of the uncertainty of the market. On milk, bread, ice cream, orange juice and futures, the annual bids are submitted to the board for approval.

Due to the frequent variations in the supply and demand, fresh fruit and vegetable price changes are frequent, and it is therefore necessary to receive weekly bids upon these items. Fresh and smoked meat, fresh fish, lard and lard compounds, butter and eggs, sugar, cheese and flour do not vary as rapidly in price, and therefore bids may be taken on a two-week basis. On small equipment the managers may estimate their needs for the coming year. In this case only one bid a year is necessary, with deliveries made as needed.

#### *Advantages of the Annual Bid*

The annual bid is advantageous on some items, since in a large school lunchroom system wherein at least a seventy-mile route is covered, only fairly large concerns are equipped to render daily deliveries; and in order to give us the lowest possible bid, they must be able to anticipate a year's business, since frequently additional production and delivery equipment must be purchased to take care of the school business.

In St. Louis, all dairy products are purchased on an annual bid. Weekly bids are received on meats, vegetables and small staples. Staple groceries are purchased from day to day. In Springfield, bread, milk and ice cream are purchased on a yearly basis and the orders are awarded by the board of education. In Birmingham, since each individual manager deals directly with the firms which she selects, she must have the approval of the lunchroom supervisor and the business manager. Bread, milk and ice cream prices are uniform. In Pittsburgh, bread, milk, ice cream and canned goods are received on a yearly basis; groceries on a three months' basis; butter and eggs, cheese and vegetables on a weekly basis, and meats on a monthly basis. In Boston, butter, eggs, cheese, sugar, flour and meats are received weekly, vegetables and fruits daily. A few items are bid upon an annual basis. In Grand Rapids, the individual cafeteria manager does the ordering on staple goods on a yearly basis, with the agreement that any changes in prices during the year, due to the fluctuation of staple goods shipped, change only after due notice is given to the manager before shipment is made.

In Louisville, bids are taken by the business

director of the board of education on staples, and equipment on a yearly basis. Bids are taken by the director of the lunchroom department on ice cream, bread and milk on a yearly basis; butter, eggs and cheese and vegetables quoted on weekly, and meats quarterly. In New Orleans, bids are taken on all foods, bread, milk, ice cream and staple goods, on a yearly basis. The cafeteria is not protected against an increase in price on staples, but it is given the benefit of any decrease in price. All perishables are ordered weekly. In Wichita, bread, milk, ice cream and butter are purchased on a semester basis, flour on a yearly basis and sugar on a monthly basis. Staples and canned goods prices are quoted by local jobbers, who give the cafeteria the benefit of any decreases in market prices. In Baltimore, canned goods and some staples are purchased on a yearly bid basis; flour, sugar and dried beans are purchased on three-month contracts.

In Los Angeles, a cooperative committee of independent cafeteria managers places bids for staples, canned goods and other supplies only twice a year. In Denver, butter, cheese and vegetables are bid upon weekly, and meats semiannually. Potatoes, coffee and eggs are contracted for on a monthly basis. In Philadelphia, the staple foods not subject to deterioration, and some miscellaneous supplies are purchased yearly towards the end of the year, so that these goods may be delivered and be available when school opens. Spot canned goods are frequently purchased in the spring. Dry groceries, chocolate, canned goods, miscellaneous supplies and equipment are purchased monthly. Weekly bids are let on meat, butter, eggs, crackers and cookies. Philadelphia makes provision for the storage and the distribution of long term purchases through its own school lunchroom storerooms, with a truck operated by the department for transfer from school to school.

#### *How Cleveland Awards Its Food Contracts*

In Cleveland, all bids are returned to the bureau of purchases at a specified hour and date by the vendor, at which time they are opened and forwarded to the purchasing agent of the lunchroom department, who recapitulates the bids and makes a permanent record of all prices on each item. She then recommends the vendor to whom the business is to be awarded, basing her decision on the lowest bidder, quality and service considered. The original bids are returned to the bureau of purchases for file. In order that the vendor may be given an idea of the total amount of business that he may expect, the lunchroom department supplies him with a complete record of the food consumed during the previous year.

In order that the purchasing agent of the lunchroom department may determine the lowest bidder, since some bids include a number of items, the price bid on each item is multiplied against the total consumption of that item for a previous period, which is the only accurate way of determining the lowest total bid on any one line of goods.

To illustrate, let us assume that down the left-

a serious one. In staple goods, however, an acceptance by item is a quite different practice.

A week's supply of food at a time is requisitioned by the manager, with the exception of future canned goods, which are ordered monthly, and bread, milk and ice cream which are ordered daily. Weekly orders are sent to the central office on order blanks provided for this purpose. When these requisitions are received, the lunchroom



*This well organized corps of kitchen workers are making, wrapping and arranging on trays the large number of sandwiches that will be required for the pupils' lunch.*

hand column of the paper we list the total milk items for which contract is to be let, and across the top of the paper we list the names of the firms making the bids. We then check with a red check mark each vendor for each item for which he is low bidder. Upon the face of it it would appear that the firm which bid the lowest on the greatest number of items would be the lowest total bidder. This, however, is not the case, since the greatest consumption of milk products is in half pints, and if this vendor's price was low enough on this one item and all other items slightly higher than any competing bidder, he could still be the lowest total bidder on the entire milk business for the year. The board of education reserves the right with any contractor to award the business on each item or on a total bid basis. Awarding business by item, however, is not practical with such foods as milk, bread and ice cream, since the delivery problem is

buyer consults her file prices to ascertain which firms have been awarded the business of the particular items desired by the manager. The orders are then written up, a copy is sent to the firm, one copy is kept in the central office and two copies are sent to the manager. These orders are priced so that the manager may know at all times how much she is paying for all items used. The orders are forwarded to the vendor every Friday afternoon for delivery at the beginning of the following week. All firms maintain a definite delivery schedule, so that the manager may anticipate the exact time of the delivery of the supplies.

If for any reason the vendor is out of stock of some of the staples on order, he immediately notifies the purchasing agent of the lunchroom department, who in turn places the order with the vendor next in line on price. Definite delivery instructions are given on each order, with the name of the

school, the address, the day upon which the order is to be delivered, and in the case of canned goods, the brand, the size of the can and the style of the pack.

The lunchroom manager in each school upon delivery, checks the goods received against specifications on her copy of the order, relative to quality, quantity and brand. She then signs the other copy of the order, and returns it to the central office together with the delivery slip of the firm, with her signature thereon, which is accepted as approval by the manager for the payment of the bill.

#### *How Orders Are Prepared*

To illustrate this procedure, let us consider the following transaction: The lunchroom manager places an order for fifty pounds of cornstarch. The purchasing agent of the lunchroom department receives the order on Wednesday of the week before it is to be delivered. A period of three days is required to prepare the orders, which includes referring to her price file and marking the order with the price and the firm name, and the final typing, as all orders are written separately, that is, it may be necessary to prepare twenty different slips for one school for one week, owing to the number of items ordered and the number of different firms receiving the awards. (The Cleveland lunchroom system is doing business with more than a hundred different firms.)

The order is then forwarded to the firm, which makes the delivery, has the manager sign the delivery slip, and leaves a copy of the delivery slip with the manager. She compares the delivery slip with the copy of the order as placed with the firm in regard to specifications, and, if it is correct, she signs both the firm delivery slip and one copy of the order as placed with that firm and returns them to the central office. The bookkeeping department uses this authority to pay the bill and the transaction is completed.

In the case of bread, milk and ice cream, since the orders vary from day to day, the lunchroom manager telephones her orders directly to the companies under contract, keeping in a special book provided for the purpose a record of the orders thus transmitted. The delivery slip is signed by the manager and forwarded to the lunchroom department in the same manner as other slips already referred to. Occasional checks are made against the delivery slips and the lunchroom manager's book to ensure that accurate records are maintained. At the end of each school year these order books are turned in to the lunchroom department for auditing.

All records maintained in the lunchroom office are arranged in the same sequence as to unit items.

Bids, price files, inventories, food reports have identically the same order. This enables the various employees of the lunchroom department to form habits that will enable them to find any information they may desire. In the purchase of small equipment a special blank is sent to the individual lunchroom manager, upon which she lists the equipment she will need for the coming year. These are in turn checked against her inventory for the preceding year and the standard equipment list for a school of that particular size. Purchase requisitions are then issued in the same manner as foods, the lowest bidders being awarded the contract for the business.

In St. Louis, Springfield, Pittsburgh, Boston, New Orleans and Wichita, the procedure in issuing purchasing requisitions is similar to that of Cleveland. In Grand Rapids, some materials are ordered weekly, some daily and some annually, depending upon the type of food. In Louisville, the manager requisitions her materials weekly, and all deliveries on staples and equipment are made by the firms to the central storeroom. These are approved by the director and given to the stock man, and filled and delivered to the individual schools. In Pittsburgh, deliveries are made to the schools and to the general storeroom. In Boston, deliveries are made to the schools and to the central kitchen. In practically every other city, the firms deliver directly to the schools.

#### *Making Deliveries*

The problem of delivery to a central warehouse for distribution is similar to that of a centralized kitchen. It involves the maintenance of a delivery fleet, and all research so far upon the part of the Cleveland system indicates that since the vendors are already making deliveries to all parts of the city, they are able to make direct deliveries more cheaply than any warehouse and a fleet of trucks could be maintained by the lunchroom department. The coming of the chain store has produced in many large cities a situation where there is a surplus of storage space with the average staple jobbing house, so that it does not object to holding in storage any surplus of lunchroom goods.

The Cleveland contract states: "Deliveries must be made to the lunchroom department when and where directed, and delivery slips signed by the lunchroom manager. Deliveries not maintained to schedule shall be cause for cancellation of this proposal. Goods delivered in insanitary containers or in an insanitary manner, goods found to be unfit for lunchroom purpose or failing in any way to comply with the specifications of the proposal will be rejected and shall be removed at the expense of the contractor. More than two failures in comply-

ing in full with the terms of the specification shall be considered just cause for the cancellation of this agreement."

If there is a shortage on a delivery, the manager immediately notifies the purchasing agent of the lunchroom department, who in turn notifies the firm. The adjustment is then made, either by deducting from the firm's invoice or by filling the complete order. If a brand other than the one specified is substituted, the firm calls the central office for approval before the substitution of the other brand is made.

#### *What Other Cities Are Doing*

In St. Louis, Springfield, Columbus, Boston, Denver, Wichita, Birmingham and Grand Rapids, the manager checks on quantity and quality in the same manner as in Cleveland. In Pittsburgh, the manager not only approves the delivery slip but makes a daily report to the main office relative to the quality and quantity of all deliveries. In the case of an unsatisfactory delivery, the supervisor makes an immediate contact with the firm guilty of the discrepancy. In Baltimore, the dietitian checks all invoices monthly against the statements. She corrects and approves them and sends them to the central office for payment. In Los Angeles, the approved delivery slips are forwarded directly to the school treasurer for payment. In Louisville, both the order and the storeroom delivery slips are forwarded to the central office daily, where the statements are checked against the bills that have been received.

#### *Maintaining a Complaint System*

In Cleveland, a standard complaint card is used. A sufficient number of complaint cards received from various managers in the field is considered due cause for the cancellation of a contract. The majority of cities follow a similar procedure on complaint cards. In Boston, complaints are verbal. The advantage of a complaint card is that a permanent record is accumulated relative to mistakes made by all vendors. Furthermore, managers must be explicit when putting their complaints in writing, thus eliminating the possibility of petty prejudices arising. A definite office record is kept, stating the reason for the elimination of any bidders who have been unsuccessful in satisfactorily meeting lunchroom standards.

It may be emphasized, then, that purchasing for a large modern public school lunchroom system has become a highly technical job. Accurate records are a definite necessity; constant checking and supervision are highly desirable; alertness is essential; last, but not least, long experience upon the job itself must be required.

## A Textbook Rental Plan That Has Been Notably Successful

A textbook rental plan that was begun in Wheaton, Ill., at the opening of the 1931 fall term is working out successfully, according to K. K. Tibbets, superintendent of schools. The success of this experiment should prove of interest to those who are contemplating the use of such a plan.

Rental rates were designed to return enough revenue to the schools to pay the cost of books in about four years. Secondhand books in good condition were purchased by the school districts but so few acceptable ones were offered that it was found necessary to obtain new books for more than three-fourths of the 1,500 pupils enrolled.

The plan has been well received by the community and is more successful than had been expected. Few texts have been so defaced as to merit a 100 per cent fine, and it has been necessary to levy only a few fines of any amount. Books were inspected at the end of January, 1932, and found to be in excellent condition.

Rental rates for a year are as follows: kindergarten and Grades 1, 2 and 3—\$1.75; Grades 4, 5 and 6—\$1.75; Grades 7 and 8—\$2; community high school—\$2.50. Thus the only cost to parents beyond the rental charge is for pencils, paper, pens, erasers and other small supplies.

With each set of textbooks, the parents are given a set of rules and regulations that explains the plan in full and asks the fullest cooperation in seeing that the books are not soiled beyond the natural wear to be expected. Teachers, too, are under instructions to prevent any defacement of the books.

The application for the rental of the books—made out in duplicate—is signed by each pupil or his parents.

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## Do All Pupils Have an Equal Chance on the School Program?

"When I go to a school program, and I go to most of them at our school, I sometimes wonder what it is for," writes "A Parent" in the *Midland Schools*.

"The programs are mostly good, but I notice that the same pupils always appear on the program and some never take part at all. Are the programs just to put on a good show, to make an impression, or are they to help the pupils who most need the help? The timid, backward boy or girl who needs this training almost never gets in on the program. Are the entertainments to boost the teacher or to help the children? I am wondering."

# Basic Administrative Problems: An Educator Gives His Concept of School Administration

By JOHN GUY FOWLKES, Professor of Education, University of Wisconsin

A FEW days ago an educational psychologist propounded the following question to me: "What does school administration mean to you?" I replied that educational administration is the selection, assignment, stimulation, guidance and evaluation of human effort toward the development of human qualities. The psychologist expressed surprise that my definition of educational administration made no mention of school organization, school law, school finance, buildings, equipment and supplies. I replied that I should not expect a corresponding definition of psychology to make specific reference to animal psychology, the original nature of man, learning patterns or conditioned reflexes.

Then I began to wonder. I wondered if other persons whose interests *per se* are largely nonadministrative also defined educational administration in terms of the means rather than the ends of administration. I wondered if educational administrators deserved the title I recently heard applied to them, namely, school mechanics. Then it occurred to me that it would be a wholesome experience, for me, to attempt to state what educational administration does mean to me. Such is the occasion for the following statement.

### *Clearing Up a Misunderstanding*

As previously stated, educational administration is the selection, assignment, stimulation, guidance and evaluation of human effort toward the development of human qualities. In other words, educational administrators are the administrative officers of the profession of education. Medicine has its medical administrators in the form of hospital superintendents, local and state health officers and other similar workers. Other professions are similarly represented by men whose positions demand that they direct professional workers so that the technical aspects of a given field are utilized for the optimum results to society. Consequently, then, it seems clear that the basic function of educational administration is one in which professional educators are administered in such a way that professional education is utilized as much as possible.

Unfortunately, it seems to me, quite often the technical field of administration, including personnel management, business management, school law, school finance and school buildings, is confused with the practice of educational administration. The technical or professional content of education may be classified under the following divisions: (1) the social studies of education, such as the philosophy of education, the history of education and educational sociology; (2) educational psychology; (3) educational administration; (4) supervision of instruction; (5) classroom procedures; (6) curriculum construction; (7) educational measurements and scientific techniques.

### *Educating the Administrator*

Any professional educator should have a thorough background in the first two of these basic fields—the social studies of education and educational psychology. He also must have at least a passing acquaintance with the other basic fields. But an educational administrator must have a thorough background in the social studies not only of education but also of life at large. How can a superintendent or principal or a professor of educational administration reflect a sound administrative philosophy unless he is intimately conversant with matters of state and society as revealed in sociology, economics and political science? Likewise, how can an administrator intelligently select, place, stimulate, guide and evaluate human energy for the good of childhood unless he possesses a thorough understanding of the child?

In formulating a program of training for a school administrator, the question of the best area for professional specialization arises. The answer must depend in large part upon the interests, abilities and desires of each individual. For almost all persons planning to enter the profession of educational administration, it is probably wise to choose educational administration, including finance, and buildings, or supervision as a field of professional specialization. Care, however, must be taken not to assume that becoming a specialist in a given field of professional education automati-

cally makes or breaks a person as an administrative officer.

The idea that a person cannot be a good school administrator because he does not happen to be a school building specialist seems as fallacious as the idea that he cannot be a good administrator if he does happen to be a school building specialist. It must be recognized that an excellent technician in school administration may or may not make an equally good administrator. An educational administrator must know the professional services that are needed from each of the basic professional fields previously listed in order that schools may render desired services. But the administrator himself cannot be expected to render highly professionalized service in all of the varied technical divisions of professional education.

The type of training suggested calls for a solid background of general academic work for at least three years and preferably four. After the period of general work should come a period of combined professional and general training for a term of from two to four years. Too often, professional educators and educational administrators, particularly, have lacked an adequate and balanced background.

The organization of an educational institution or system obviously exerts a tremendous influence upon administrative practice. A striking example of the influence of organization upon administrative practice is in the selection of the professional staff. [The ideal form of school organization is one in which the administrator is free to choose the professional workers demanded for the service a school is to render.] After the professional staff has been chosen, the organization should be such that the maximum amount of professional service can be rendered with a minimum amount of irritation and duplication of effort. The organization of a school must be such that children will not be the grindstones for trimming square pegs to fit round holes. Consequently, a good research worker who cannot teach should not be placed in a classroom, and an artist teacher should not be required "to eat his heart out" in performing tasks which are not his first love.

#### *A Chain of Personal Relationships*

The practice of school administration may be considered as the rendition of judgments with respect to human activity. In other words, the practice of school administration is a never ending chain of personal relationships. From this, it seems that after a period of general and professional training, the most essential requirement for a successful school administrator is the ability to establish and maintain desirable personal relationships.

These personal relationships fall into two major categories. First, there are the relationships with the professional workers and pupils whom the educator is administering. Second, come the lay or community relationships. The professional and pupil relationships must be based upon a genuine spirit of service founded upon fact but practiced in terms of a sensitively attuned regard for all the divergent interests and abilities represented in a school faculty and a student body. Important as these professional relationships are, the second set of personal relationships looms large in the life of the school administrator. The philosophy of a community toward its school depends to a high degree upon the influence cast by the superintendent of schools, principals and other educational administrators.

#### *The Romance of Educational Administration*

After an administrator has formulated as best he can a philosophy and a statement of the services the school is to render, has perfected an organization and chosen a staff accordingly, the real romance of educational administration begins. All human beings, particularly professional workers, demand the elixir of encouragement on one hand and the stabilizing influence of control on the other. It is difficult in the rôle of an administrator to render these contradictory services to a professional staff. Autocratic tyranny on the one hand and chaotic communism on the other must be avoided. But if schools are to render the services expected, school workers must be administered in such a way that they periodically take cognizance of whether they are traveling and make sure they are on their way.

In these days of unrelenting accounting, every educational administrator must constantly subject his efforts, as well as those of the institution he is administering, to a rigid calibration. The criteria for this calibration must cover as wide a variety of human thought and action as life itself. These standards of school values must be gleaned from the very root of the society in which an administrator is laboring and in light of the society toward which he is laboring. [Cost sheets, time schedules, test results, bond issues and budgets must be founded in terms of school service to life.] They are and must serve as tools to the professional educator in the liberation and development of creative abilities in children.

Writing the foregoing statement proved to be an interesting experience. It is my hope that this brief statement of what educational administration means to me may stimulate similar statements from both theorists and practitioners of educational administration.

# Editorials

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## Occupational Skill—A New Study Subject

THE present period of economic strain is making the public "vocation conscious." Those who are out of work think of it in terms of lack of a job. Those who have jobs are wondering how long they will last. All realize that some of the roots of the difficulty lie in the lack of adequate adjustment between individuals and their vocations.

We have made so many labor saving inventions that the number of workers needed in certain jobs is diminished. Changes are taking place in other fields which require new qualifications; persons who do not have these qualifications are thrown out of work. Everybody perceives these phenomena, and so thinks about vocations as never before.

In order to meet this need, some machinery should be set in motion which will help workers adjust themselves to the new conditions of occupational life—to the disappearance of some occupations, the rise of others and the changes that are impending in the rest.

The needed remedy can be applied in part by a thoroughgoing service of vocational guidance interpreted in a broad sense. Workers in industry should be directed in a study of the trends in their respective occupations, so they can foresee and prepare for the changes that are to come. One of the best examples of this is to be found in the recent history of welding. When certain inventions caused abandonment of acetylene welding in favor of electrical welding, certain school systems opened their vocational departments to welders and offered to train them in the new process.

But the schools bear a heavier responsibility than is indicated by this example. They are the guardians of the workers-to-be, those who tomorrow will enter occupational life. For the most part, schools are taking little cognizance of this fact. It is, of course, too much to expect that in addition to giving a foundation of general education, they can equip every child with a skill through which he can earn his living. No school system, however well equipped, can perform that service on behalf of every individual. But it can incorporate into its program some provisions designed to acquaint pupils with the conditions they are bound to encounter in the occupational world.

One way to accomplish this objective is to install in the schools courses in occupations. By these we do not refer to "vocational courses" intended to teach trades. We mean, rather, courses planned to inform pupils about the thousands of occupations open to them, and the problems they will face in choosing, preparing for, entering and progressing in one of these occupations. These courses may well occupy an independent place in the curriculum, as distinct as that occupied by courses in mathematics, literature and art. They can justify their existence on practical and cultural grounds fully as well as these other subjects. Indeed, the individual probably will have more contact with his occupation than with any of the subjects just mentioned.

In addition to such courses, in which will be discussed the occupational problems common to all persons, expert vocational counselors should be provided who can assist each pupil in the problems that are peculiar to his situation. We should emphasize, in connection with both these forms of service, the necessity for appointing persons who are occupational experts—not, we hasten to add, experts in some trade, but persons who know occupations, occupational conditions, and the techniques of vocational guidance. Happily, there is a growing group of persons thus qualified, and they should be sought by schools.

We do not mean to imply that the measures here advocated will do away with depressions, which are brought about by diverse causes. But we do contend that they can help to remove some of the dangers attending vocational maladjustment which, in the mass, have such demoralizing effects on society. And they constitute one of the most effective ways in which the schools can prepare pupils for life.—H. D. K.

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## Getting the Viewpoint of Parents

**A**RE school authorities sufficiently concerned with getting the viewpoint of parents?

It is sometimes charged that the marked success of our program in public education has tended to blind some teachers and administrators to the fact that they are engaged in work that is quite as dependent on the good will of the public as are many private business concerns. Large corporations spend considerable sums of money to acquire good will; much of the advertising in newspapers and magazines is designed to cultivate friendliness on the part of the buying public. Studies of the viewpoint of patrons and consumers are frequently made. In too many school systems the cultivation of good will is left to chance, and

no plans are ever formulated to further real understanding and genuine friendliness.

Recently several superintendents from relatively large school systems, in discussing this instance of apparent neglect, expressed the opinion that while school administrators have given a reasonable degree of thought to their responsibilities in the cultivation of friendly and sympathetic attitudes toward education in their communities, little has been done to make the teacher effective in public relations.

It is commonly agreed that the teacher is an important agent in any program of public relations; but it is common knowledge that some teachers are so tactless, undiplomatic and unsympathetic in their dealings with the public that the schools suffer from their blunders. Practices are tolerated on the part of individual teachers in dealing with the public that would lead to their immediate dismissal from the employ of any private concern that depends for its success on the patronage of the public. It must be recognized that the wishes and viewpoints of parents correspond to the demands of patrons of commercial firms.

A list of some of the requirements that parents would like to define for teachers was prepared recently. This list was based largely on interviews with parents and has been presented for criticism before groups of parents and teachers often enough to indicate that it represents the viewpoint of large numbers of parents. Such a list should have value in appraising certain practices. It is comparable to the kind of information that business firms gather regarding the viewpoints of their patrons. Among the items in the list are these:

1. Parents want teachers to treat them with a marked degree of courtesy and respect when they visit the school.
2. Parents want teachers to treat their children with dignity and respect. They particularly resent the use of terms of contempt.
3. Parents want teachers to inform them concerning any impending crisis in a pupil's school relations before the situation becomes serious.
4. Parents want teachers to give them a reasonable amount of warning concerning any unusual expenditure of money for books, supplies or social affairs.
5. Parents want teachers to assign home work in such a way that it will be self-motivated. Unless this is done the parents must enforce study "by the rod."

School administrators should follow the practices of successful business firms and obtain through teachers and through parent-teacher associations information similar to that already set forth. Such information should be discussed

by groups of teachers and should be presented to new teachers when they are added to the staff. Such discussions should be conducted with the end in view of helping teachers to become more successful in cultivating good will.

We have too many teachers who do not appreciate the importance of this good will. This number, however, is decreasing as a result of the severe lessons that present economic conditions have taught. The success of past programs should not blind those in authority to the fact that there are many dissatisfied groups. Administrators may do much toward gaining the support of these groups. But if the administrators are aided by teachers who have the same point of view toward the public that is held by the successful employees of our better business firms they are much more certain to enlist the active cooperation of an increasing number of patrons.

One of the more important ways to cultivate good will is to consider the viewpoint of parents in the same way that progressive business firms study the viewpoint of their patrons.—J. B. E.



## The Problem of Budget Cutting

**S**UPERINTENDENTS are at present facing their budget authorities. There is a demand expressed or unexpressed that the budget be reduced. Many superintendents are wondering whether or not to cut salaries. So far it has seemed wise not to take this step, and when salaries have been cut some camouflage has existed.

It seems to us that the time has come when superintendents must attack this problem. In any budget at all carefully constructed, from two-thirds to three-fourths of all the money goes into salaries. When it is possible, it is desirable that a survey be made of conditions and that salaries be reduced in proportion to the decrease in the cost of living. If there has been little or no reduction in the cost of living, which includes food, clothing and housing, there should be little cut in the budget. No one can complain of a reduction in proportion to the cost of living.—W. J. C.



## Is Secondary Education More Harmful Than Helpful?

**I**N the history of education throughout the whole world, there has been nothing, so far as we know, so impressive as the development of secondary education in America during the past two decades. Enrollments have increased by leaps and

bounds, and great palaces of learning have been erected and adequately equipped in even the smallest communities. An occasional voice has been raised in opposition to this development, but objectors have had no effect whatever upon the movement to make secondary education available to all young persons who are interested in and capable of profiting by it. There has been searching criticism of the methods of conducting certain phases of secondary education, but there has been little effective antagonism to the general program.

A vigorous attack on secondary education recently came from England, from no less a critic and seer than George Bernard Shaw. He condemns the prevailing system. He says that it does much more harm than good, because it actually damages a large proportion of pupils who are subjected to it. He maintains that when a young person spends four years doing the sort of thing for which he is not adapted by nature, he not only derives no good therefrom, but that eventually he is injured thereby.

There has been considerable editorial comment in American newspapers on Shaw's views. On the whole, editorial writers think that there is a good deal of waste motion in secondary schools. One keen commentator on Shaw's condemnation of secondary education says that he has been making a careful study of the extent to which he has used the things he tried to learn in high school. Most of what was taught him has never been of any use to him as far as he can see. He thinks he would have been much further ahead now if he had devoted the four years he spent in high school to some kind of work in a vocational school that would have prepared him for a definite occupation.

Some academic teachers would respond to this criticism by saying that even if what is learned in school is not functional outside of school, the learner, nevertheless, derives great benefit from the cultivation of his mental faculties, and from the culture he assimilates from study of any sort. Neither one of these propositions can be defended. Knowledge that lies dead in the mind yields little if any benefit in the way of sharpened or strengthened mental faculties. A young person is just as likely to be handicapped as to be helped by the kind of mental discipline that does not relate directly to any situation in which he is placed outside of the classroom. Anyone who is a member of a university faculty has abundant opportunity to see that the amassing of knowledge in a particular field tends to narrow a man's ability down to that particular field, so that he becomes less and less capable of adjusting himself to human life or nature, except in the specific field to which he has devoted himself. As for assimilating culture from

study that is not concerned with nature or with human nature as the pupil encounters it outside of the schoolroom, such culture may be more of a disadvantage than an advantage. One could cite cases of persons who have been alienated from rather than adjusted to their environment by the pursuit of subjects that are remote from the actual life they must live.

We are decidedly in favor of universal secondary education in our country, but we are utterly and unswervingly opposed to the doctrine that study of any sort confers upon the pupil mental ability and culture required for adaptation to life in our country today. We are heart and mind with the leaders in secondary education in our country who believe that every subject required of a pupil in a secondary school—or in an elementary school or a college for that matter—should be made to justify itself by showing that it concerns situations in nature, society or industry with which pupils will have to deal outside of the classroom. All studies and parts of studies that tend to persist in the secondary school because they were once thought to be valuable solely for disciplinary and for cultural purposes should be cast out of the curriculum. Whatever culture and discipline any such material can confer upon a pupil can be obtained more advantageously in every way by the pursuit of subjects that deal directly with problems of adjustment to situations that he might encounter in actual life.

### **How Valuable Is Military Training?**

**R**IIGHT now the question of military training is in the forefront of many colleges and universities. Some of these could reduce the budget slightly if they were forced to get rid of military drill. For these colleges pamphlet No. 28, United States Office of Education, is pertinent. It is by Major Ralph Chesney Bishop and is entitled, "A Study of the Educational Value of Military Instruction in Universities and Colleges."

A questionnaire was prepared by the research organization on military education. This questionnaire was sent to 16,416 graduates of the R.O.T.C. of colleges and universities between 1920 and 1930. More than ten thousand of these were filled out and returned. Readers will be interested in the eight questions asked and in the answers given by the R.O.T.C. graduates; 93.6 per cent of the replies attest that the R.O.T.C. does not create a militaristic attitude in the minds of those who experienced it but that it does give graduates a sense of individual responsibility toward national welfare and security.—W. J. C.

## Happy to Say—By WILLIAM McANDREW

**I**N THIS abundant crop of Washington celebrations there are some opportunities of greater worth.

**H**E WASN'T born perfect.

**Y**OU learn of him doubted and thwarted by Congress, his master; conspired against by Conway, Gates, the contemptible Lee, and by others of his subordinates; but coming through by patience and skill to a signal triumph. You are inclined to think him born with a power of moral endurance beyond your power to attain.

**T**HAT'S a lazy alibi on your part.

**L**ORD FAIRFAX, intimate, testifies, "I wish I could say he controls his temper. His fits of anger are unjustified."

**T**HE officer quoted by Hapgood said: "Yes, sir, I was at Monmouth and heard him swear. He swore till the leaves shook on the trees. Never have I enjoyed such glorious swearing before or since. Sir, he swore like an angel from heaven!"

**F**AIRFAX had said regarding the young man's temper, "But he will put himself to school all his life long."

**H**E IS not of those who can do no wrong. If he were, he would be of no use to you. See him as in our own class.

**W**E HAVE been taught that he was incapable of fear. Horses shot under him, clothing pierced by bullets, he refused to take a place of safety. "Courage radiated from him," said Lafayette, "and entered the hearts of his men."

**I**F HE was born so, he is of little help to me.

**B**UT Fisher Ames has seen him frightened. Leicester Ford knows that on three occasions before an assembly his paper shook.

**I**N TRUTH he was capable of fear, even as you and I. "But he will put himself to school all his life long." He molded himself to composure before hostile assemblies, to calmness in the din of arms.

**C**OURAGE, my boy, don't leave the platform. Even the great Washington was frightened. There, little girl, don't cry. Begin again. Never mind your trembling. Washington was like that. His paper shook.

**W**HEN you are afraid, you needn't think it a sign that you lack courage. It's a hint that you have a chance to practice it.

**W**HEN you are in a very tight place, tell the truth; also at other times. One can get the habit.

**E**VERY illustrated life of Washington has a picture of the glorious Yorktown surrender. It is the most picturesque event in his life. But not the most significant.

**S**EE him, rather, a year later, now the most famous man of his time. He is seated at a writing table. No one knew better than he that the country faces disorder, distress, disaster, needs a strong hand. He has been offered the throne, an army behind it. An exhausted nation would welcome a sovereign of its own. Power and glory are within his grasp. The examples of David, Augustus, Charlemagne, restorers of order, bringers of prosperity, fathers of their people, are behind him. Yet he writes: "Colonel Nicola, I cannot conceive what action of mine could warrant such an address big with mischiefs to my country. I conjure you never bring up the subject again."

**H**E WAS a born aristocrat. Every self-interest had called him to alliance with his king. An amazing unselfishness turned him to the general welfare.

**T**HE spirit of your school celebrations must not be frittered away in pretty pageantry or wasted on military pictures meaningless for our future. His virtues must not be held too great and good for human nature's daily food.

**T**HE certainty must be driven home that he is the living proof that in you, in me, in every American, courage, self-control, unselfishness, devotion to a government by the people—fundamentals of the good life—can and must be self-nurtured, as they were by him, to a degree, indeed, sublime.

**O**NE reason why Columbus insisted on discovering America was that he knew someone was bound to do it.

**D**OING more for people does not seem to make them fonder of you but it surely makes you fonder of them.

**A**BAD habit can't be killed with a single dose of vermifuge. Neither can a good one.

# The School's Part in Rebuilding Rural Life

By FRANK W. THOMAS, President, Fresno State Teachers College, Fresno, Calif.

*This department of rural education is conducted by Helen Heffernan, chief, division of rural education, state department of education for California, Sacramento.*

THOSE who had fairly intimate contacts with typical rural communities in America a generation ago are prone to regard with some discouragement the contrasting conditions in similar localities today. It is true that rural life in the past was barren of many physical comforts and facilities that have since come to be regarded as essential; educational opportunities were meager and unequally distributed, and the limited means of communication and transportation occasioned much loneliness and a restricted cultural horizon. With all these disadvantages, however, there was a sense of economic security and independence, a social stability in home and neighborhood life and a fairly general acceptance of a simple but wholesome philosophy of morality, community obligations and faith in the soundness of vaguely defined but stanchly supported traditions of equality and democracy.

The changes and developments that have occurred since the turning of the century have brought a most impressive array of conveniences such as good roads, automobiles, labor-saving machinery, telephones, radio and daily newspapers and mail delivery. Educational facilities have greatly increased, both for children and adults, although there are still unfortunate inequalities in their distribution. In short, most of the conditions that made rural life irksome and harsh a generation ago have been modified or controlled.

### *Rural Morale Is Shaken*

Along with these improvements, however, there has come a general disquietude, a sense of helplessness before the baffling complexities of an economic upheaval, a wavering between a stubborn adherence to outgrown ideas and an increasing acquiescence in ill-considered new ones. This lack of an adequate mental and emotional adjustment

to altered conditions is more disturbing to a thoughtful observer than the present economic chaos, acute and distressing as the latter is throughout most rural areas. History records many periods of economic collapse and suggests the hope that recovery will again follow as in the past. The graver danger lies in the people's imperiled morale, sapped by the sense of bewilderment and inadequacy in facing the major problems of orderly living. When we consider how greatly America has depended in the past upon the sturdy self-reliance, the homely philosophy and the rather ready adaptability of her rural population, any threatened deterioration in those qualities takes on the menace of a social catastrophe.

### *Bad Economic Conditions Impede Progress*

Let it be understood at the outset of this discussion that there is no desire to belittle the seriousness of the present economic crisis as it concerns rural life and its immediate needs. Some remedies of at least temporary efficacy are demanded before any constructive program for the reestablishment of social values can be inaugurated. This immediate need is a task for such statesmanship as can be achieved under the necessity of bargaining with temporizing politicians. Our halls of Congress will hear discussions upon this theme and it is to be hoped that some measures looking toward economic rehabilitation will benefit directly or indirectly the agricultural classes. The purpose of this paper is to suggest rather the more far-reaching responsibilities of the educator. This must imply that any educational program for which there could be any justifiable hope must depend upon bettered economic conditions. But education in turn should make some substantial contribution to that economic betterment.

Conceding this interrelationship, the major em-

phasis of this discussion, in conformity with the relative values suggested in the preceding paragraphs, will be upon an analysis of the fundamental permanent needs in the rural situation, with some consideration of the ways in which education may contribute to a rebuilding of rural life.

#### *The Development of Specialized Farming*

Underlying and related to all the influences that have greatly affected rural life is the fundamental readjustment in social and economic relationships which has tended to undermine the characteristic independence and individualism of the agriculturist. Formerly he grew what he chose in the way of crops insofar as he was able and in such quantities as he chose. Marketing was fairly simple even if prices fluctuated widely. When conditions were unusually discouraging in this respect, he was nevertheless largely self-sufficient in the matter of supplying his simple needs.

But with the growth of great population centers and the development of distributing and marketing agencies, increased emphasis was placed upon specialized farming. Not only did there develop great distinctive "belts," each devoted almost exclusively to a single crop, such as cotton, corn, or wheat, but there were also smaller areas in which effort was similarly concentrated upon a specialized industry of which dairy farming and fruit growing are perhaps the most familiar examples. At the same time, improved distribution service made it more convenient or actually cheaper for the farmer to purchase rather than to produce most of his supplies. Thus his entire living came to depend upon the fate of a single crop. If the season was good and prices satisfactory, all was well. If fortune or market conditions turned out otherwise, the lot of the individual producer was discouraging.

As long as these reverses were local and due to local causes, the community cooperation that grew out of the necessity was ordinarily adequate to deal with the difficulty. The past two years, however, have seen the crisis become so widespread that such cooperative efforts as the rural groups have been able to maintain have proved wholly ineffective in meeting the situation.

Apart from these changes, which are primarily economic, certain social readjustments have been taking place. With the improvement in transportation facilities, the boundaries within which free travel and associations were readily possible have so widened as to remove the most cogent ties of the old neighborhood unit. As the unity of the traditional community ceased to be felt, the binding force of the obligations and traditions that had seemed an essential phase of that association began also to lose their validity with the individual mem-

bers, especially the younger ones who had chafed at these restrictions. As is usually the unfortunate result, the rejection of traditional social customs was not properly discriminating in holding to the sound while discarding the unessential.

The ease of travel also made possible the tasting of new recreational thrills which were available in the cities and which have in recent years been a source of unsolved social problems for municipal leaders. The desire to enjoy whatever the restless city dwellers were enjoying offered a strong temptation, with consequently greater disturbance of the social standards of the rural communities thus brought within a few hours of the city's dissipations. This conflict between the social traditions, good and bad, and this modern array of transitory amusements still continues, and the problem of helping the rural communities develop well considered and fundamentally sound social standards will constitute a vigorous challenge to educators for some time to come.

Not least in importance in the changing social background is the fundamental transformation in family relationships. The old type of family, essentially an economic unit, headed by the autocratic father with patriarchial authority can no longer be maintained. Such a head of the household, perhaps most happily described in Whittier's "Snow-bound," continued to be a familiar one until a few decades ago. In fact, the frequent assertion but far rarer maintenance of such inherent authority by the *pater familias* may be heard yet in certain localities, but in a tone that suggests desperation with no honorable position to which to retreat. This lack of any clearly conceived and generally accepted relationship to replace the autocratic control of the traditional family tends to make more difficult any escape from the chaotic conditions that menace the family as an institution and lays upon education a double burden, that of helping establish new and fitting social standards with almost no help from the institution that should be education's nearest ally.

#### *Appraising the Present Situation*

This description of rural difficulties indicates some of the important factors that must be taken into account in a revision of educational plans looking toward restoration and progress in rural life. As a basis for organizing our thoughts and efforts along these lines, we have already certain fundamental educational objectives that are now generally accepted as constituting sound criteria in determining educational policies.

It seems that a practical consideration of the rural problems in education calls for a threefold study. First, there is needed an appraisal of rural

advantages and deficiencies in relation to each of these objectives. Second, there must be a selection of materials including the organized activities essential for a complete educational program such as are appropriate for conserving and strengthening the assets of rural life on the one hand and overcoming its deficiencies on the other. Finally, there must be developed plans for preparing teachers and leaders adequately equipped for carrying out the entire program. The complete fulfillment of such a comprehensive project will obviously require many detailed surveys and experimental studies, as well as the coordinated efforts of many leaders. The limits of this article will merely suffice to indicate the general outlines of such a program.

#### *The School's Rôle in Teaching Rural Health*

By general consent, the foremost objective in education should be the conservation and development of health and physical fitness. It seems paradoxical that there should be such glaring deficiencies in this respect in rural communities, when city dwellers whose health has been broken or impaired by urban conditions turn logically to the country for an environment naturally conducive to the restoration of health. While the inherent advantages of the country in this regard are fully recognized by physicians and scientists and are utilized in locating institutions of healing, it is pathetically true that rural dwellers frequently counteract and nullify these advantages through ignorance. Some situations are made still more unfortunate because ignorance is defended by superstition. The obvious need here is the dissemination of information directed toward more hygienic living.

The foremost responsibility in this regard probably falls upon the teacher training institutions. Greater emphasis is needed upon means of preparing well informed teachers, exemplars as well as advocates of healthful living. In organizing the materials for such improvement, probably the best ally is to be found in elementary science. Since a hostile, unscientific attitude is the most stubborn obstacle in the way of the reception of more hygienic practices, the obvious point of approach should be by way of instilling greater respect for and confidence in the methods of science. It is safe to predict that one of the most extensive revisions soon to be made in the rural school curriculum will be that involving elementary science. The benefit from such revision and extension will be reflected in many phases of rural thought and practice.

A second educational objective, generally regarded as fundamental, is vocational competence. In a democracy it is difficult to be self-respecting without being self-supporting, and certainly any

plan for rebuilding rural life must give proper consideration to such an aim. Successful agriculture has rapidly become as much a matter of distribution and marketing as of production. In consequence, a program of rural education must give greater attention to these economic factors that have entered into and confused the former simplicity of rural planning. Certainly in a rural high school there should be appropriate courses in the principles of economics as they apply to the problems of demand and supply, credits and finance, distribution and marketing and similar topics which are vitally interwoven with the problem of the stability and the security of agricultural pursuits. It is highly probable that such material and the problems growing out of the applications could profitably find a larger place in the arithmetic of the grades immediately preceding the high school.

The successful use of this material would require that the teacher be well enough trained in the fundamental principles of economics to give vitality and soundness of interpretation to the exercises. One can readily visualize a project study dealing with a very real type of problem in rural economics as a most profitable and interesting activity if guided by a well informed teacher. Here again, we find a point of responsibility and need in teacher training that must be recognized as essential.

#### *A Challenge to Education*

When we come to consider the matter of developing recreational and leisure time pursuits as an educational objective, we arrive at a perplexing and much contested problem in relation to rural life. Scarcely more than a generation ago the most frequently quoted maxim with regard to leisure time referred to satanic resourcefulness in employing it. As this notion that leisure time was wholly dangerous began to be questioned, the argument was frequently heard that a certain amount of play and recreation was necessary to fit rural people for doing the work that was to follow. The acceptance of this justification for recreation was far more general, however, in urban than in rural sections. The still more modern conception that leisure time activities are worth while as a goal in themselves, to which the working hours should contribute, has not found a welcome among the more stable and influential rural people. Those who frankly use time for play when they might be working are likely to be regarded as shiftless and of questionable reliability. Upon this point there have arisen the sharpest conflicts and the most disturbing dissensions. Until our rural communities can arrive at some sound and acceptable philosophy regarding the matter of recreation, amusements and leisure time activities, there seems little prospect of

rebuilding any social unity for the rural community.

Herein lies an educational challenge. It must be admitted that the poverty of wholesome recreational interests has resulted in many questionable or directly harmful types of amusement which are better adapted to kill leisure time than to use it. The attractive sounding social pleasures and amusements of pioneer days have been left behind with our changed manner of living and the partial urbanizing of the former rural simplicity. At this unfortunate halfway point between an outgrown old and an undefined new, it is the plain duty of education to help prepare and point the way toward more wholesome tastes.

To develop such appreciation and to supplement it with tastes and interests befitting modern opportunities as they may be utilized under rural conditions constitutes a real challenge to educational resourcefulness. Teachers trained for leadership in a comprehensive and wholesome social program should be available. If the teacher training institutions can help provide them with varied recreational interests adaptable to rural conditions, a most important service will have been rendered in a matter that has a vital bearing upon a transformation now taking place in rural life.

Among the fundamental objectives regularly listed by educators there is a closely related group all of which are concerned with social obligations. Education should develop a vital sense of moral, civic and home responsibility with the attitudes and ability to perform these duties with intelligence and satisfaction. While these duties are usually discussed under three separate designations, they all deal in the main with the right relationships on the part of the individual toward others and are essentially phases of his social adjustments. On that account they may be considered together in their application to the question of rural improvement.

#### *Developing a Socialized Environment*

It is beginning to be a well established fact that a recognition of social responsibilities and a willingness to perform them can be satisfactorily taught only in a socialized environment—that the laboratory method of group activities and associations is more effective than textbooks. Much careful thought and earnest effort are expended in urban centers on socializing programs, with encouragingly justifiable results. But rural conditions are, in many respects, much more favorable for such a program, provided there is capable and fairly continuous leadership. It is true that the farmer is often referred to as an individualist whose lack of cooperation on any comprehensive

scale is responsible to a considerable extent for his present difficulties. On the other hand, no portion of our population displays such intense local loyalty or such unity among the groups where there are personal acquaintances and reasonable unity of conviction as does the farmer.

#### *The School as a Center of Influence*

The most hopeful means by which a clarification and revitalization of social attitudes can be accomplished is through the school as the center of influence. A rich program of social activities, inspiring a greater pride in the school and in the community, will provide such a basis. Upon this, with an adequate increase of information such as can be disseminated through the discussions growing out of these activities, can be gradually established those wider loyalties that are essential in the more complex relationships of modern life. With such wider interests the home atmosphere inevitably improves. When the child no longer feels the sharp contrast between the narrow and restricted outlook of his home and the broader thought and tolerance which he glimpses outside the rural community, there will be less impatience and resentment toward home admonitions. Only upon such recognition of a changed world can harmonious home relationships be maintained.

In this program of social education the personality and training of the teacher are more crucially important than at any other point. There will be a willing consideration and even a tentative acceptance of new ideas only when the exponent of those ideas inspires confidence and respect. The training of such teachers and leaders should certainly include a rich program of social studies with the opportunity to apply the best social thought to rural problems. While not the only critical point of difficulty in the rural situation, the need of a readjustment in social attitudes certainly merits foremost consideration in any educational program looking toward rural betterment.

Throughout this discussion, the emphasis has been less upon the material aspects of earning a livelihood under rural conditions than upon a restored recognition of rural life as a desirable way of living. If, along with some immediate improvement in the present economic status of our farming communities, there could be effected also a reintegration and revision of their social philosophy, permanent recovery might be assured. Responsibility for the first may be political, but that of the latter is certainly educational. To the teacher and to those who guide teacher training comes the challenge to help rebuild rural life so as to preserve some of the most fundamentally valuable factors in our democracy.

## Schoolhouse Planning:

# Acquainting the Community With the School Plant Program

By ARTHUR B. MOEHLMAN, Professor of School Administration and Supervision, School of Education,  
University of Michigan

THE technique of presenting the outcomes of the school plant program survey to the board of education was considered in the March issue of *The NATION'S SCHOOLS*. Assuming that this process has been successful and the program adopted in its larger aspects, subject to thorough annual check in the light of specific conditions and changes, the next step is to prepare a means by which the people may be educated to its acceptance.

Earlier in this series the question of high pressure *versus* continuous popular education was considered, with the evidence favoring the second method as far as long time planning is concerned. This article will therefore discuss some of the specific means whereby a continuous program of popular education may be successfully carried on.

If the board of education already has adopted a public relations policy and has approved a general means of procedure, no specific authorization is required to make the school plant program findings effective. The adoption of the survey by the board of education is sufficient authorization.

There are several groups within the wider professional executive organization to be considered as primary agents to whom the program must be made intelligent. These represent the professional and the nonprofessional personnel. The superintendent, or an agent delegated specifically by him for that purpose, may carry on this work. It is the first and a very vital factor in the promulgation of the school plant program.

### *Winning Sympathy for the Program*

The process of presentation will vary with the size and the type of the school district. In the smaller organizations the superintendent may carry on the education of the executive agents personally. In the medium sized or large districts, it may be desirable first to train the field administrative agents, or principals, and then to hold them responsible for the education of the teachers under their direction. The nonprofessional agents, clerks and other office personnel, custodial and other

operating personnel, may be enlightened by the same process. The type of data and the method of presentation may be subjected to considerable change, but the importance of their education to an intelligent understanding of and a sympathetic attitude towards the program is just as vital as in the case of the executive personnel.

### *How to Put on an Educational Campaign*

The second group to which the findings must be made intelligently available includes the community leaders, those individuals who have so large a share in the formation of a community opinion. Since this group represents various types of organized interest groups and many more or less independent leaders, the problem of education is complicated. No one man can do all of the work. It is true that the superintendent and staff members may reach many of the organized groups through speeches and other means of presentation, but the effect of one speech is of relatively slight value save as an introduction to the problem. It is necessary to provide some more consistent and continuous means for education.

Initial contacts may be made by the superintendent and the staff but the responsibility for carrying on a more effective educational campaign must rest on the shoulders of the principal and the teachers. For this reason the first logical step is the education of the professional executives. Unfortunately such a procedure is rarely followed. In numerous school plant program campaigns that I have observed the superintendent neglected almost entirely the education of principals and teachers, and many apparently negative reactions may be traced to the unconscious attitude of the teachers because of lack of comprehension of executive plans.

As pointed out earlier in this series the work of educating the professional personnel to the school plant needs may be started at the beginning of the movement through the organization of an inside cooperative survey. By using the democratic method of organization professional nuclei, fully cognizant of method, purpose and need, may be

gradually built up and will serve as key agents in the more comprehensive program of education required after the adoption of the program. Any program as large and complicated as that of the school plant must be promulgated by numerous agents. It is not a one-man job. Superintendents who conceive it as such generally find themselves in difficulties soon after they start.

#### *Presenting the Plan to the Parents*

The third group to be informed on this question is represented by the parents of the pupils. Here again an organization is available for the presentation of the elements of the long time plan. If the parent-teacher association has been developed functionally in the elementary schools as a group for the purpose of parental education, the problem is somewhat simplified. Each elementary school staff, already familiar with the needs of the physical plant, may participate in a progressive program of education. The plan may be easily made the major portion of a year's program and from four to ten meetings devoted to its discussion. The amount of time required will vary in each situation with the type of community and with the complexity and size of the program. The time required for parental education must be determined by each elementary district in terms of its own peculiar needs as analyzed by the principal.

While the parent-teacher association offers a splendid opportunity in the elementary district, it is not so adequate in the secondary divisions. Here the procedure for popular education should probably be modified in accordance with local requirements. When the secondary community organization is in terms of grade or home room units, these small parental groups must be treated in the same way that the larger parent-teacher organizations were. When no parental organization exists, the individual school may develop methods for contact and education according to the general plan for such relationships in ordinary situations. The point to be stressed is that secondary school community groups must not be neglected.

The fourth group represents the children. Since the planning for school facilities is essentially a governmental activity, the entire scheme of the school plant survey may be introduced as a definite social project in the social studies curriculum. It may be planned as a generalized problem and developed in the curriculum as an annually recurring problem at certain grade levels, or it may be presented simultaneously on different levels. As a problem of continuous education, it might well be considered as a continuing project and definitely allocated a place in the social studies curricular activities.

The children should not only be trained to a realization of the immediate need but should be made definitely conscious of the school plant activity as a continuing social need. The work may even be made more effective by using the children, within reasonable limits, as primary agents in the collection of essential data, just as teachers and principals may be used during the formative stages of a cooperative survey. If the purpose and value of these contributions are stressed, they will have real educational value. If they represent routine collection it is questionable whether child effort on this level can be justified.

The fifth and last group to be considered is the community at large. Presenting the program to the community requires the combined efforts of all groups, the children, the parents, the teachers, the board of education and the community leaders. The purpose of the progressive education of these five groups has been to provide centers or social nuclei around which public understanding and group opinion may be crystallized so that the final task of education is made much more simple. Since it is easier to develop public opinion and support in terms of personal need, the fifth division of the program may be organized by school districts, emphasizing these districts and adjoining districts where early changes are planned.

The purpose of this presentation has been to analyze the problem and to show the importance of each element in the general plan. It also indicates in some measure the complications of the plan and the vital necessity for allowing plenty of time for presentation, discussion, making clear of intricate points and for the crystallization of public understanding and the subsequent formation of a public opinion. In this respect the value of the time element is the exact opposite of its use in the high pressure campaign. In the latter case, time is condensed and the formation of a favorable set depends on the carrying through of a rapid emotional drive. In the case of the continuous program time is considered as the essential span to permit gradual digestion and understanding of facts and the formation of a rational opinion unhampered by external social pressure.

#### *Five Groups to Be Reached*

The second group of problems requiring consideration are the types and forms of information to be used. The status of the survey material is at this point in typewritten or mimeographed form as it was presented to and approved by the board of education. How shall it be treated for popular education? Early analysis indicates five different groups to be considered: the professional staff, the leader groups, the parents, the children and the

community. Each division has different needs and may possibly require different organization of the material. Each group is also progressively larger and represents a wider spread of training and development. It is therefore necessary to consider a hypothetical average in each division and to proceed with the organization of material to meet this average. The specific means must be determined by analysis of each particular locality. Suggested possibilities and generalizations are offered here.

The teachers and the leader group may be considered generally as having relatively the same level of comprehension. It may be possible therefore to meet the needs of these groups for basic information by presentation in printed form of the general information presented to and adopted by the board of education. In many instances this has been accomplished through the typical printed survey report designed for the board of education and for the leader group. As stated earlier the principals and teachers are seldom included in this distribution.

#### *Dividing the Report*

A suggested organization of the printed report, based on observation and experience in the presentation of many programs, follows. The report may be considered in three or four divisions. Let us consider the four-division plan. In the first section would appear a general statement of the entire plan from beginning to end, with the exception of the final recommendations. This section may be considered as the orientation division which will give to a person who does not care to spend much time on the problem the ability to visualize the entire plan within a relatively short time. This section may be written in ten to fifteen pages, touching the major problems and presenting the high spots and the low spots as determined by the survey.

The second section may include the specific recommendations arising from the study either in the form of minute recommendations or developed as general annual programs. The second section will again be a brief skeletonized summary of findings. If the first section has been mastered and the general implications understood, the specific and progressive method of making the recommendations effective will be intelligible. Each of these recommendations should be keyed by footnote or specific page reference to the narrative presentation of facts in the third section, so that a person desiring further information on any point may easily obtain it without much delay or confusion. For purposes of ease in study and for the sake of clearness, this correlation of the second with the third division of the program is vitally necessary.

The third division of the report will be the long-

est. It will include a closely written narrative of the entire survey activity, together with the general findings. The logical order would be the geographic, economic and social survey of the community, including a detailed study of growth and of future possibilities. Whether these data are presented in one, two, or three chapters is immaterial. The number of minor divisions will probably be determined by the size of the problem and the available material. The second major subdivision of the third part will present a history of school service and the possible future number needs by different divisions, such as elementary and secondary. This may be followed by a chapter which consolidates all of the adopted educational policies. The survey of the community, its growth possibilities, the probable demand for school facilities and the educational policies provide the base on which appraisal of the existing plant is made. The analysis of the existing plant logically follows these three subdivisions, followed in turn by a visualization of the complete future needs as far as the survey carries. The next factor is the question of finance, and this concludes the third division of the report.

The fourth and last division (statistical appendix) will contain all of the detailed data developed from the survey. There should be no contractions, except as the working data are condensed in table form. These data should be sufficient in amount to substantiate every finding presented in the third division or any recommendation shown in the second division. They should be available in case difference of opinion arises at any point and the safest plan is to present all data to indicate derivation of proposals. All narrative statements in the third division of the report may be carefully keyed to the working data compiled in the appendix to permit easy reference on statements that might be questioned with respect to validity. If a condensed three-part report is desired instead of the four-part type described here, it is only necessary to omit the first division or the bird's-eye view of the plan.

This printed report may be used as a textbook in the training of personnel and may be distributed among the leader group after careful oral, and possibly visual, presentation.

#### *A Bulletin for the Parents*

A different treatment is required for informing the parents. In this case most of the technical material may be omitted provided a statement is inserted indicating its availability if desired. The parent bulletin should contain generalized statements of the entire plan and its method of progressive achievement. This information may be



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presented in an eight, sixteen or thirty-two-page report, depending on the size of the district and the problem. Emphasis in the parent group should be placed chiefly on the general aspects of the plan, the necessity for long time planning, the effect of the educational policies and the implications of community growth. Much more detailed reference may be made to each specific district by presentation of a careful summary of information concerning the specific section of the community in which the parents are chiefly interested. It is of special importance to stress the logical location of buildings from the standpoint of savings to the entire community and its advantage over haphazard planning.

The purpose in this plan of education is twofold: first, to acquaint the parents with the general aspects of the basic plan (they cannot as a group understand the finer technical points involved) and, second, to focus their attention on the needs of their specific districts and the probable manner and the time in which they will be satisfied. Each year current general information regarding the needs of the specific district may then be given and the community constantly kept informed of both need and progress in achievement. This method, efficiently carried out, should prevent unreasonable and unseasonable organization requests that logically should be given a definite time fulfillment in terms of general community need. The results will more than justify the time and effort expended.

Survey material designed for classroom use should be developed by selection from the printed report in the regular manner of curriculum change and enlargement. This is an instructional problem that may be most effectively accomplished through the instructional specialists in any school system. In the smaller district specific aid may be secured from the state institutions, equipped for that purpose. The policy pursued in curricular method will determine scope and organization.

#### *Informing the General Public*

The education of the general public may be logically carried on by means of the home contacts bulletin, planned to meet these needs. The method of presentation must be determined to meet community needs. Even within the same community there may be many logical differences in technique. In some instances the written bulletin will be sufficient; in others oral and visual presentation should supplement the written material. It is best to present only a single idea at any given time and to reduce this to the simplest language possible. The best method of promulgation would be to time the bulletin to coincide with classroom instruction and

then to use the children as intermediary agents. If the expense of printing home bulletins is too great, they may be eliminated in favor of a parental communication written by the children themselves as an activity arising from instruction. There are many possibilities and varieties of treatment.

If this program of continuous community education is intelligently and faithfully followed by the administrative and field agents over a sufficient period of time, without immediate pressure to secure a favorable vote, it is possible to develop understanding and to create general good feeling toward the program of essential plant enlargement that will make its progressive achievement relatively easy. The adoption of this plan also connotes sufficient foresight in long time planning so that emergencies may be eliminated and gradual development may proceed logically in terms of need and satisfactorily in terms of finance and without the implication of unusual effort or burdens on the district. The use of the continuous program of public relations definitely indicates vision, intelligent leadership, careful planning and unusual leader effort. It is the best plan in the long run.

## The Consolidated School of the Future—A Prediction

That the consolidated school of the future will be a community force, is the prediction of O. E. Harrington, superintendent, W. K. Kellogg School, Augusta, Mich. It will be the center of a progressive, moving, forward looking community made up of individuals who are living where they do by choice, not by force of circumstances.

To bring about this condition, Mr. Harrington says, the rural consolidated school must definitely and concretely plan to promote, through the medium of its own departments, all of the worth while interests and tendencies that are common to every normal group of persons whether rural or urban. These interests should include the social that may be taken care of through dramatic productions, general community gatherings and other similar activities; cultural, as may be illustrated by chorus work; recreational interests that may be met through the organization of baseball, basket ball and other athletic projects; educational interests that may be taken care of through the organization of clubs and the promotion of extension lectures along various lines of local interests.

The following of this plan of school-community organization is resulting in a new pride and interest in affairs of general public value and in the development of a more desirable place to live.

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## News of the Month

### North Central Association Meeting Is Well Attended

The thirty-seventh annual meeting of the North Central Association of Colleges and Secondary Schools was held in Chicago, March 16 to 18, with a registration of approximately 1,500 educators representing high schools and colleges from every state.

Present day costs of public education were pondered at several of the sessions and were the subject of a warning by the president of the association, Dean J. B. Edmondson, school of education, University of Michigan, in his presidential address. He said in part: "There is a growing demand for economic planning that is sure to engulf the public school. It is up to you educational leaders to decide whether you will determine the future of the public school or force business men and taxpayers to step in. Standardization of education may be going too far—there is danger that the machine may be running us, not we the machine."

Dr. Harry Woodburn Chase, president of the University of Illinois, told the educators that they must accept the burden of economic readjustment or the whole scholastic system would be endangered.

Eleven high schools were dropped from the accredited list of the North Central Association by the commission on higher institutions, as well as the following five colleges: West Virginia Wesleyan College, Buckhannon, W. Va., because of faulty standards and athletics; Ouachita College, Arkadelphia, Ark., because of financial standards and undesirable athletic conditions; Penn College, Oskaaloosa, Iowa, because of financial standards; College of Emporia, Emporia, Kan., because of financial standards; New Mexico Normal University, Las Vegas, N. M., because of undesirable athletic conditions.

Two colleges resigned from membership—Eastern State Normal School, Madison, S. D., and St. Mary's College, St. Mary's, Kan.

The following new standard was proposed and accepted by the association:

"The superintendent or the principal directly in charge of the supervision and administration of the high schools shall hold a master's degree from

a college belonging to the North Central Association, or the equivalent; and shall have had a minimum of six semester hours of graduate work in education and a minimum of two years of experience in teaching or administration.

"This standard shall not be construed as retroactive within the association."

The following are the officers elected for the ensuing year: president, A. A. Reed, university examiner, University of Nebraska; first vice-president, A. H. Upham, president, Miami University, Oxford, Ohio; second vice-president, J. E. Edgerton, state high school supervisor, Topeka, Kan. A. W. Clevenger, high school visitor, University of Illinois, continues to fill the office of secretary.

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### Dates for 1932 American Education Week Are November 7-13

The dates of American Education Week for 1932 are announced as November 7 to 13.

The general theme of the week's program is: "The Schools and the Nation's Founders." Topics for each day are as follows: Monday, November 7, "The Homes of the Pioneers"; Tuesday, "The Schools of the Pioneers"; Wednesday, "Two Centuries of Progress in New World Schools"; Thursday, "The Schools and Equality of Opportunity"; Friday, "The Schools and American Ideals"; Saturday, "The Schools and Progressive Living"; Sunday, "The Schools and the Things of the Spirit."

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### Philadelphia Is Chosen for Physical Education Meeting

The National Physical Education Association will meet in Philadelphia, April 19 to 23.

Features of the convention will include: addresses by many of the prominent physical educators in the United States; discussional demonstrations covering a wide variety of activities; a large demonstration of physical education activities by public schools, colleges, recreation centers and clubs; a trip to Valley Forge as guests of Philadelphia teachers; weekend trips to nearby cities.

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## News of the Month (Cont'd)

### **Los Angeles to Entertain School Business Officials, May 24-27**

The National Association of Public School Business Officials will hold its 1932 meeting in Los Angeles, May 24 to 27.

The program will stress wise and practical economies in school administration, the present emergency in securing school deposits, pupil cost accounting, building maintenance, the Federal inquiry into school finance, and other practical problems of vital interest to business officials of boards of education. Of especial interest will be the discussions on school budgeting and building problems to be presented respectively by Harry Baskerville, president, board of education, Los Angeles, and Ira Coburn, president, board of education, San Francisco.

Summer tourist rates will be in effect, and hotel rates will be reasonable. The Los Angeles committee is arranging an attractive program of entertainment, which will include visits to the school plants and journeys to the Spanish missions, Hollywood, Beverly Hills and Catalina Island.

The National Association of Public School Business Officials is a society of approximately 300 members. The membership includes school board presidents, secretaries, clerks, business managers, auditors, architects, engineers, superintendents of buildings, superintendents of supplies, purchasing agents, treasurers and every other class of officials engaged in school business administration. Practically every state is represented, and several provinces in Canada.

Officers of the association are: president, W. N. Decker, secretary of the school board, Altoona, Pa.; secretary, John A. Mount, inspector of accounts, state department of education, Trenton, N. J.; treasurer, Henry W. Huston, auditor, state department of education, Trenton, N. J.

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### **New Education Fellowship to Meet in Nice, France, in July**

The sixth world conference of the New Education Fellowship will be held in Nice, France, from July 29 to August 12. The theme will be "Education and Changing Society."

The two main questions that will be discussed throughout the conference are: "How is education

to meet the new demands made upon it by the rapid changes taking place in society?" "How can education contribute to social improvement?"

The minimum rate from New York, including return fare, board and residence, is only \$200. Those who wish to do so may arrange for pre-conference tours through France, Belgium, Germany, Switzerland and Great Britain. Complete information may be obtained by writing to the New Education Fellowship, 11 Tavistock Square, London, W.C.1, England.

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### **Iowa State College to Be Host to College Business Officers**

The Association of University and College Business Officers will hold its twenty-second annual meeting at Iowa State College, Ames, Iowa, May 12 and 13.

Seminars will be conducted on the following subjects: problems and their solution in relation to the proposed standard form of college and university financial reports; ways and means of meeting the present situation in administering university finances. Two important reports will be presented: the status of colleges and universities in so-called public liability and workmen's compensation relationships to staff, students and the public; the business side of athletics.

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### **Culver Cadets to Study Problems of Far East**

A new course of study, Oriental History, for which one-half unit high school credit will be allowed, has been introduced at Culver Military Academy, Culver, Ind., at the request of the cadets.

The cadets desired a course that would help them understand the background of the present conflict between Japan and China in Manchuria and Shanghai. It is to be given by Lt. Wallace H. Moore, who lived in Japan for a number of years, and who was an instructor in a Japanese university. He has also traveled widely in China and Manchuria.

The procedure represents the most progressive educational ideas. Each pupil will be required to work on individual projects, and then the work will be pooled to furnish material for class discussions on the present situation.

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## News of the Month (Cont'd)

### University of Michigan Sponsors Parent Education Institute

A parent education institute is to be held at the University of Michigan, Ann Arbor, April 27 and 28.

This conference is conducted by the extension division of the university, by the school of education and by the Michigan Congress of Parents and Teachers. Large numbers of parents, teachers, social workers and others from various parts of the state are expected to be in attendance.

Addresses are to be made by Florence Hale, president, National Education Association and Mrs. Hugh Bradford, president, National Congress of Parents and Teachers.

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### World Congress on Child Welfare to Convene in Switzerland

The second General Congress on Child Welfare will be held in Geneva, Switzerland, July 18 to 21.

The work of the congress will be divided into three sections: comparative study of experience in connection with children placed in foster homes and in institutions; the preschool child; the post-school child.

Information about the congress may be obtained from the Save the Children International Union, 31 Quai du Mont-Blanc, Geneva.

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### Bucharest Plans International Children's Exposition

An international children's exposition will be held at Bucharest, Rumania, in May, according to a recent Department of Commerce statement.

The exposition will be divided into two main parts—scientific and commercial. The former section will exhibit scientific methods employed in the care and nourishment of children, their teaching and discipline from birth to adolescence. In the commercial or industrial section, all types of products used by children such as clothes and textiles, school and home furniture and equipment, medicines and toilet requisites, foodstuffs, toys and musical instruments, and miscellaneous articles for their education and development, will be accepted.

Special privileges will be accorded participants

in and visitors to the exposition. Among these are a 50 per cent reduction on Rumanian railways, special rates on foreign railroads, steamship and air lines, and free importation of merchandise destined to the exposition on the condition that it be reexported immediately after the exhibition.

Requests for information may be addressed to Rumanian consuls in the United States or to the Commissariat Générale de l'Exposition Internationale de l'Enfant, Clemenceau 6, Bucharest, Rumania.

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### Philadelphia Teachers Get Salary Increase

The salaries of several hundred Philadelphia school teachers have been increased in sums varying from \$100 to \$175 annually by recent action of the board of education, a short paragraph in the *Pennsylvania School Journal* says. The additional expenditure will amount to a total of \$150,000.

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### Pleasant Three Weeks in Mexico Offered in Seminar

The seventh Seminar in Mexico is scheduled to meet in Mexico City, July 3 to 23.

The Seminar in Mexico is a "cooperative study of Mexican life and culture." Its membership is open to persons who have an interest in international relations and who have a genuine desire to understand the Mexican people. The three weeks' program of the seminar includes lectures, round table conferences and field trips.

The lectures, given by authorities in Mexico, present various phases of Mexican life in the fields of education, art, international relations, economics, music, folk lore, sociology and government.

Field trips will be made to Puebla, Oaxtepec, Xochimilco, Cuautla, Cuernavaca and Taxco. The object of these trips is to visualize the historical background, to see the schools at work and to understand the indigenous culture of Mexico.

"Mexico is an excellent place for a vacation. The summer is cool and the country affords many tempting opportunities," says Hubert C. Herring, executive director, Committee on Cultural Relations with Latin America, 112 East 19th Street, New York City, to whom inquiries and applications should be addressed.

**IF YOUR PROPERTY IS WORTH OWNING  
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## His Life was Lost while the Board was in Session

An ambulance siren . . . the School Board rushed to the window . . . a boy had run into the traffic after his ball . . . "Gentlemen," the President said quietly, "we will begin fencing our school and playgrounds tomorrow."

The fatalities and accidents occurring around schools have increased at an alarming rate. Surely, no price is too high to pay to stop this needless sacrifice of young lives. Fortunately the way to do it is so simple, effective and economical that any school fund can afford it. Namely, good fence.

Good, unclimbable fence keeps children out of traffic—traffic away from the children. Moreover, it allows closer supervision of play and attendance than is possible in any other way. It minimizes outside influences—and increases privacy.



When it's Cyclone Safeguard Fence that is specified, an economical, enduring installation is assured by an experienced Cyclone organization. Being made of copper-steel, Cyclone Fence will deliver its benefits years and years longer . . . Your requirements gladly estimated. Write.

*Cyclone is not a "type" of fence but fence made exclusively by Cyclone Fence Company and identified by this trademark.*



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Pacific Coast Division: STANDARD FENCE CO.  
Oakland, California

**Cyclone Fence**

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GUARANTEED PRODUCTS

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**Use a special cushion treatment which  
outlasts all others and saves labor and  
money for your school...**

**S**ONNEBORN'S CEMENT FILLER and DUSTPROOFER is a special cement filler and dustproofer. It is composed of tough, resilient gums and varnish oils that penetrate the pores of a floor, binding fine particles of cement and sand together, so that they resist the friction of traffic.

It is a simple, inexpensive job. One man, working with a long-handled brush, can cover 4,000 square feet of floor in a day. In twelve hours the surface will be dry—and the dust nuisance ended.

You may retain the concrete color of the floor by using Sonneborn's Cement Filler and Dustproofer in the transparent finish. Or, if you wish to work out a special decorative scheme, you can have it in a wide variety of colors.

Remember, you can't expect ordinary wall paint to act as a cushion between your floors and traffic. You need this special treatment.

Hundreds of schools have proved it best.

*Full specifications will be found in Sweet's Catalog, Page A 354*

*Note these famous Sonneborn savers of school buildings and maintenance expense. The coupon below will bring you detailed information*

### LAPIDOLITH

—A chemical liquid hardener for preserving and dustproofing concrete floors.

### LIGNOPHOL

—For finishing, preserving and wearproofing wood floors.

### HYDROCIDE COLORLESS

—For waterproofing exterior of exposed walls.

### CEMENT FILLER AND DUST PROOFER

—A decorative and dustproofing treatment.

### CEMCOAT EXTERIOR AND INTERIOR PAINTS

—Tough, durable paints that produce an attractive finish. Various colors.

### MAG-I-SAN CLEANING POWDER

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Please send me, without obligation, demonstration samples and literature on: Lapidolith\_\_\_\_; Lignophol\_\_\_\_; Cement Filler and Dustproofer\_\_\_\_; Cemcoat Exterior and Interior Paints\_\_\_\_; Hydrocide Colorless\_\_\_\_; Mag-I-San\_\_\_\_; Amalie Wax\_\_\_\_; (Check products that interest you.)

Name\_\_\_\_\_

Address\_\_\_\_\_

Company\_\_\_\_\_

Position\_\_\_\_\_

## News of the Month (Cont'd)

### Claremont Colleges Offer Courses for Teachers of Subnormal Children

To meet the need of school systems and institutions in the way of training personnel for the teaching of mentally deficient children, a summer school is to be developed by Claremont Colleges in cooperation with the Pacific Colony, a state institution for mental defectives near Pomona, Calif., and a short distance from the college campus at Claremont.

The development of this school is in the line of the policy of Claremont Colleges, while carrying on a general summer school, to organize specialized schools for the more intimate and practical advantage of students in particular fields. By this arrangement academic work will be carried on at Claremont, and the clinical work and practice teaching will be supplied by the opportunities supplied at the Pacific Colony. Work done in the teaching of subnormal children will receive regular academic credit at Claremont Colleges.

Summer school will begin the latter part of June, and inquiries regarding the program can be made to the director of summer session, Claremont Colleges, Claremont, Calif. Applications for admission to the school are now being taken. Information is available in pamphlet form, giving a detailed account of the academic courses of Claremont Colleges and the concrete description of the teacher training and psychological and sociological program at Pacific Colony.

The direction of teacher training in the summer school will be in charge of Dr. Norman Fenton, director, juvenile research bureau for California, who will be related as a member of the faculty of Claremont Colleges.

---

### School Libraries to Be Discussed at A. L. A. Meeting

School libraries will come in for their share of discussion at the conference of the American Library Association, to be held in New Orleans, April 25 to 30.

The library from the viewpoint of the administrator and his faculty and the problem of obtaining desirable results in recreational reading among pupils will be discussed. Group meetings will be arranged for the discussion of work in adult education, problems of elementary school libraries,

library work with children, county libraries and other phases of library service. The question of training for librarianship in the junior college will also be considered.

Speakers on the program will include: Edwin R. Embree, president, Julius Rosenwald Fund, Chicago; Frank P. Graham, president, University of North Carolina, and Edith O. Lathrop, Office of Education, who will speak before the school libraries section on "New Library Service for Rural and Village Schools."

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### National Music Week to Be Observed First of May

The ninth annual observance of National Music Week begins on Sunday, May 1.

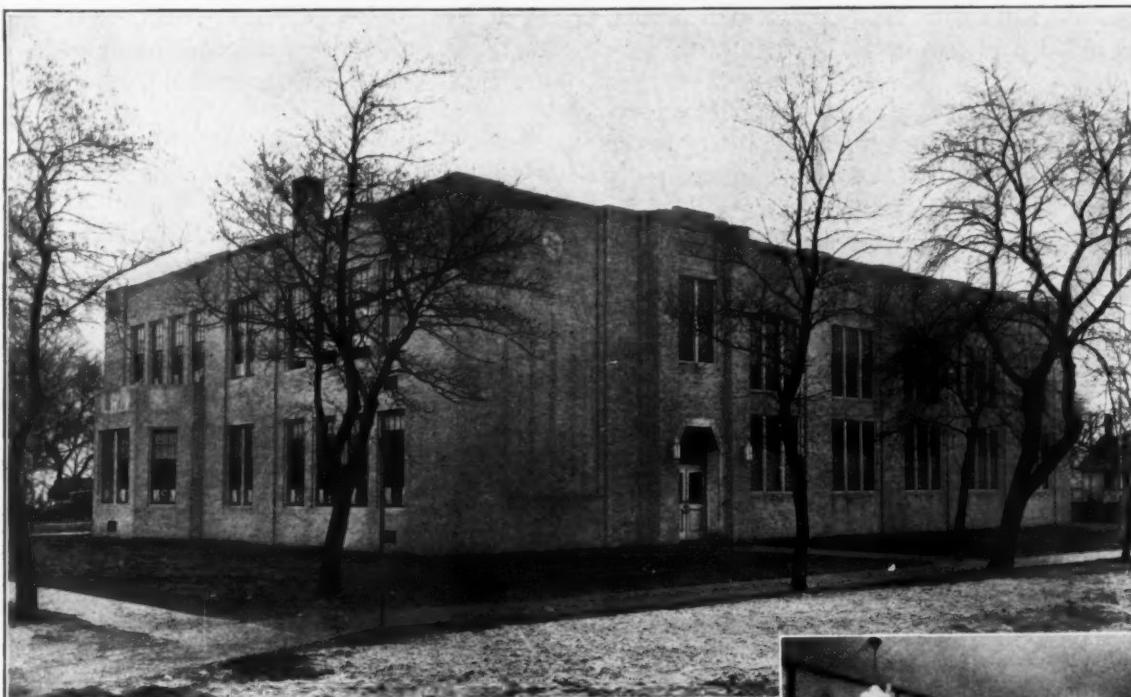
Music Week, as applied to the public schools, may be a medium of linking the schools and homes, children and parents, to the advantage of public school music, says the *North Carolina Teacher*.

It may be found profitable to link the school and home music in the following forms: parents' music days in the schools, with special programs and visits to the music classes in operation; discussions or debates on phases of school music, before parent-teacher associations or clubs; home guidance of children's music training on the part of parents through a more intelligent understanding of it; school ensembles for home music, with the formation of small choral and instrumental groups to take part in family music hours; American history through music, with eras in that history illustrated by study and assembly singing of traditional American songs, presenting chronological programs of American music; massed concerts of bands, orchestras or piano ensembles—an effective demonstration of school music work; groups of simpler instruments, suitable for enabling a large proportion of the student group to use these as stepping stones to the regular orchestral or band instruments.

For this year, the program should include musical activities suitable for celebrating the George Washington Bicentennial. New music written especially for the occasion and old music revived would add interest to the program. There might be: the music most directly linked to Washington; other music that Washington heard or knew; dance music of Washington's day; music in commemoration of Washington.

# ADAPTABILITY

*with the Minneapolis-Honeywell Modutrol System*



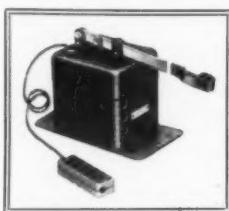
The Tinley Park School, Tinley Park, Ill., is equipped with the Minneapolis-Honeywell Modutrol System of individual room temperature control. Wainwright & Wilkins, Architects; Anderson & Winblad, General Contractors; H. W. Keppner, Heating Contractor.

THE Minneapolis-Honeywell Modutrol System of electrical modulation lends itself to all types of public buildings and schoolhouse work.

It functions just as efficiently in small buildings as in large—in old installations as well as new—with unit ventilators or central distributing systems. The Modutrol System, with its electrical control of mixing dampers and its Modustat control of direct radiation, provides positive, accurate and harmonious individual room temperature and air conditioning control, with each room and each function operating independently of each other.

The Modustat System means true modulation. It is completely automatic, exceptionally flexible and absolutely silent in operation. No lubrication is necessary. Greater economies can be effected in installation, operating and maintenance costs with the Modutrol System. Don't hesitate to call in the Minneapolis-Honeywell engineer in your city. His recommendations may result not only in improved heating and ventilating control, but in substantial savings to you as well.

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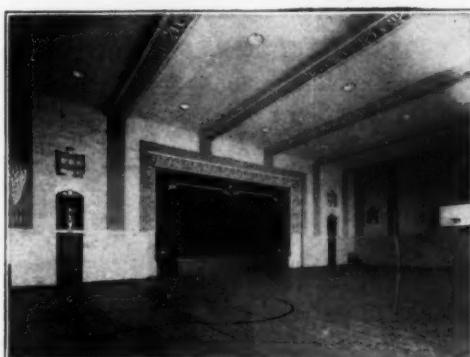


The simple, sturdy, compact and dependable Modutrol motor which operates mixing dampers.



Above: Typical class room, using split system of Modutrol controlled unit ventilator mixing dampers and Modustat controlled direct radiation, both working harmoniously yet with each independent of the entire system.

Below: Auditorium and gymnasium with heating and ventilating system Minneapolis-Honeywell controlled by duct and room thermostats.



**MINNEAPOLIS-HONEYWELL**  
*Control Systems*

## In the Educational Field

FREDERICK REDEFER, superintendent of schools, Glencoe, Ill., has resigned to become secretary of the Progressive Education Association of America. He is succeeded by GORDON N. MACKENZIE.

JACOB H. HAUCH is retiring as a district superintendent of schools, Chicago, after thirty-seven years of service in the city schools. He was recently honored with a reception which was attended by more than 500 teachers and school executives.

FREDERICK A. ASHLEY is the newly elected superintendent of schools, Everett, Mass., to succeed FAIRFIELD W. WHITNEY, who has resigned.

A. J. DUNCANSON, superintendent of schools, East Jordan, Mich., for eleven years, has resigned. His resignation becomes effective July 1.

M. E. PEARSON, superintendent of schools, Kansas City, Kan., has announced his resignation, effective October 1. He will be succeeded by F. L. SCHLAGLE who has been an assistant superintendent in Kansas City for the last eight years.

L. W. BULLARD will succeed M. W. STEEN as superintendent of schools, Lemmon, S. D., at the close of the present school year. MR. BULLARD was previously superintendent of schools, St. Thomas, N. D.

CHARLES W. CRANDELL, superintendent of schools, Monroe, Mich., has resigned to become head of the schools of Birmingham, Mich. His resignation becomes effective July 1. He succeeds CLARENCE VLIET who has been superintendent at Birmingham for the last seventeen years. GEORGE T. CANTRICK, high school principal at Monroe, will succeed MR. CRANDELL.

PERRY CARMICHAEL, principal, Ardmore Junior High School, Ardmore, Okla., is the newly elected superintendent of schools, Shawnee, Okla., succeeding H. G. FAUST.

T. W. STANLEY, superintendent of schools, Weatherford, Tex., for twenty-eight years, and connected with the schools of that city for thirty-seven years, has resigned. His resignation becomes effective at the end of the present school year.

EARL Y. POORE has been appointed superintendent of schools, Chelsea, Mich., to succeed E. L. CLARK. He will take over his new duties in June.

LEE B. JENNE has resigned as superintendent of schools, Wayland, Mich., to accept a similar position at Van Dyke, Mich., succeeding H. A. LITZNER. R. J. STEEBY, science instructor in the Wayland High School, will succeed MR. JENNE.

W. E. SHEFFER, superintendent of schools, Manhattan, Kan., has been granted a year's leave of absence which he will spend in graduate work at Columbia University. F. V. BERGMAN, principal, Manhattan High School, will serve as acting superintendent during MR. SHEFFER'S absence.

JAY L. PRESCOTT, superintendent of schools, Clarenceville, Mich., is the newly elected superintendent at Vandercook Lake, Mich.

FRANK E. DODGE has resigned as superintendent of schools, Keego Harbor, Mich., his resignation to become effective on July 1.

F. J. GOULART, master of the Kelley School, Cambridge, Mass., died recently.

G. I. NEWMAN has resigned as superintendent of schools, Spearville, Kan. His resignation will take effect at the end of the present school year.

FRANK HERBERT BEEDE, who had been superintendent of schools, New Haven, Conn., for thirty-one years when he retired last September, died recently. He was seventy-three years old. MR. BEEDE had a national reputation as an educational administrator.

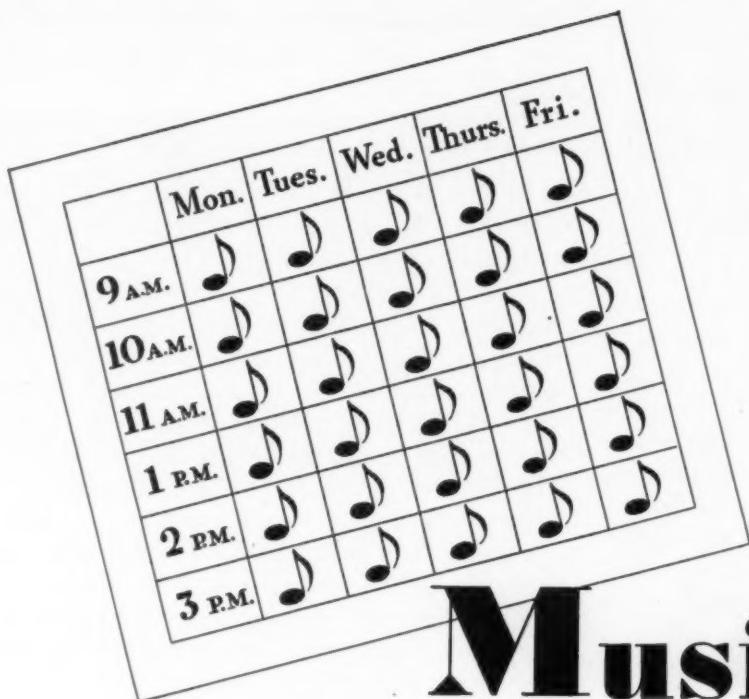
F. W. HENDRICKSON, superintendent of schools, Adair, Iowa, for the last five years, has resigned.

DR. PERCY DAVIS, superintendent of schools, Santa Ana, Calif., has resigned to accept the superintendency at Santa Monica, Calif.

J. E. HOWARD, for twelve years superintendent of schools, Clarendon, Ark., has been elected superintendent at Stuttgart, Ark., succeeding L. D. GRIFFIN. His term of office begins July 1. ROY E. DAWSON, instructor in mathematics at Lambuth College, Jackson, Tenn., has been appointed to succeed MR. HOWARD at Clarendon.

NORMAN REIST has been elected superintendent of schools, Olathe, Kan., succeeding E. N. HILL.

DUFAY R. RICE, superintendent of schools, Ironwood, Mich., for the last twelve years, has resigned. He will be succeeded by ARTHUR E. ERICKSON, principal, Luther Wright School, Ironwood.



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Let students throughout your school listen to good music

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## News of the Month (Cont'd)

### Printing Teachers to Meet in Washington in June

The program for the eleventh annual Conference on Printing Education, to be held at Harding Hall, Government Printing Office, Washington, D. C., June 27 to 29, is being built around the slogan "Printing, the Mother of Progress." The plan provides for three morning sessions, two evening sessions including a Washington Bicentennial dinner and three educational tours during the afternoon.

The general arrangements of the conference are in charge of the committee elected last year at the New York conference: Fred J. Hartman, director, department of education, Washington, D. C.; J. Henry Holloway, principal, Central Printing Trades Continuation School, New York City; E. G. Ingraham, Kingsport Press, Kingsport, Tenn.; Pearl E. Oldt, Central High School, Grand Rapids, Mich.; Herbert Warfel, Joliet Township High School, Joliet, Ill.; Frank Rhodes, Montreal Technical School, Montreal; Frank K. Phillips, manager, education department, American Type Founders Company, Jersey City, N. J.

A special foreign exhibit of fine printing and paper, collected during the past two years by Chester A. Lyle, instructor in printing, McKinley High School, Canton, Ohio, will be shown.

### Health Problems of School Child Set Forth in New Book

The problem of health in the school system of the country, what is being done and what ought to be done, will be discussed in the latest publication of the White House Conference on Child Health and Protection soon to appear, it was announced recently.

The volume, which will be "The School Health Program," is expected to be studied critically by school administrators and teachers since health activities of schools have introduced new responsibilities and enlarged the functions of schools.

In this volume of some 400 pages there will be assembled under one cover the significant findings, opinions and recommendations of the country's leading experts in the many phases of the comprehensive, up-to-date and forward-looking school health program.

Back of its twenty-seven chapters stand the forty

specialists who, under the chairmanship of Dr. Thomas D. Wood, professor of health education, Teachers College, made up the White House Conference Committee on the School Child, and the more than 250 others who made up its twenty-nine subcommittees. This volume summarizes the high points of all these group studies, and presents a rounded picture of what is being done, and what should be done, for the health of 27,000,000 school children.

The conception of health presented in this book is not one of physical health alone, but of mental, emotional and social health as well. The book opens with a *Philosophy of Education*, by William H. Kilpatrick, Ph.D., professor of education in Teachers College, Columbia University, which brilliantly sets the school health program in the light of regard for the whole child.

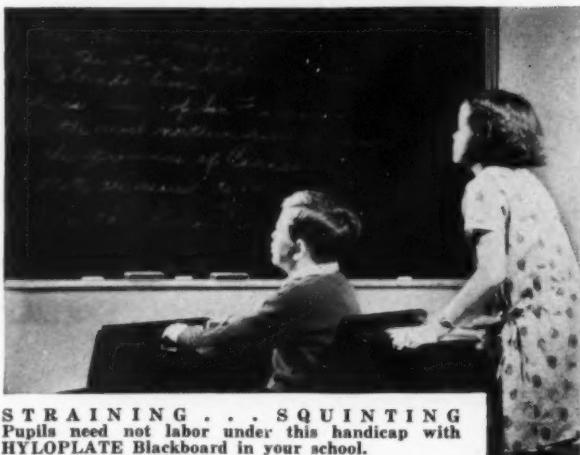
The book sets forth the minimum essentials of a school health program in terms of the school plant; health service—medical, dental, nursing, nutrition; health education at different levels; physical education, social hygiene, mental hygiene. Among the sections are important ones on the administration of school health programs, on home and school cooperation, summer vacation activities of the school child, school health surveys, the professional education of teachers and leaders, and on the health situation in various specialized schools, private, parochial, rural and in Negro and Indian schools. Another interesting feature of the volume is a short section presenting a tabulation of agencies that cooperate with schools in the school health program.

### Vocational Workers to Meet in Kansas City in December

The American Vocational Association will meet in Kansas City, Mo., December 7 to 10. This convention will attract vocational workers and teachers in industrial arts and home making from all parts of the country, and because of the central location of the convention city an extremely successful meeting is anticipated.

Officers of the association are: president, Wesley A. O'Leary, deputy state commissioner of education, Trenton, N. J.; secretary, C. M. Miller, state director of vocational education, Topeka, Kan.; treasurer, Charles W. Sylvester, director of vocational education, Baltimore.

## Protect Pupils from Blackboard FADEOUTS



**S T R A I N I N G . . . S Q U I N T I N G**  
Pupils need not labor under this handicap with HYLOPLATE Blackboard in your school.

**S H I N Y**, light reflecting blackboards cause FADEOUTS . . . the fading out or blurring of chalk marks. Pupils cannot read from such blackboards beyond the center of the room . . . or the writing is so blurry pupils must SQUINT to see. That causes EYESTRAIN . . . sometimes more serious ills.

Protect your pupils' eyesight by installing glareless, non-light-reflecting OLD RELIABLE HYLOPLATE BLACKBOARD. Its deep, dull, uniformly black writing surface always shows up writing clearly, distinctly. Get the facts about this wood-fibre backing blackboard. A sample, cut right from stock, gladly sent free to educators.

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*Municipalities  
say This Fountain is*  
**Trouble-  
Proof**

Does not give trouble.  
Does not freeze.  
Foot-operated.  
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Each drink fresh from  
the water main.  
Rustless brass pipe.  
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"A Remarkable Outdoor  
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In Business Since 1853.

**Murdock  
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## Authoritative Advice on Stage Problems

The stage problems encountered by the Non-Professional Dramatist usually have their beginning with poorly constructed or improperly arranged stage equipment.

A minor change or arrangement in equipment may correct such problems. For practical suggestions and honest help, come to headquarters where advice bears the authority of 16 years' experience in building practical and trustworthy proscenium apparatus.

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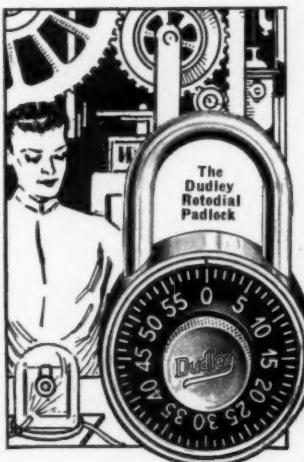
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Guaranteed five years against mechanical defects. No keys to carry, lose or replace. No keyboard to maintain. Handsome, uniform appearance.

The new Dudley has over 210,000 different combination changes—is self-locking—and automatically disguises all clues as it locks. Can be financed without a cent of investment.

*School executives write for sample lock  
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lock). Full information—no obligation.*

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## One-Service Cups That Are Useful for Foods and Liquids

A papier-maché cup that is strong, and rigid enough to be firmly grasped without danger of crumpling in the hand is a new development of the American Lace Paper Co., Milwaukee.

The Porcelle cup is molded in one piece from a porous cellulose material, and therefore will not come apart or leak. Hot or cold liquids may be left standing in the cups for hours without affecting their firmness. The insulating properties of the material used in these cups prevent the hot or cold contents from rapidly changing to a luke-warm condition, and this same insulation prevents the cup from being too hot or cold to be held comfortably.

These cups are made in eight and twelve-ounce sizes and in a variety of colors. They may be used for many kinds of hot and cold drinks, except fruit juices which require specially treated cups. All kinds of hot and cold foods and soups are also successfully handled. These contents may be left standing in the cups for long periods without affecting the flavor of the food, and when covers or caps are used the temperature of the contents is maintained for a considerable length of time. The possibility in cafeteria service of having the various dishes already put up and marked before luncheon should help to speed up service and minimize the time the children lose waiting in line. Another advantage is in the fewer dishes that have to be washed.

These cups eliminate many of the objections to the paper cup because they are substantial, have a rolled rim and are practically free from all taste or odor.

---

## A New Device for Recording and Reproducing the Voice

A recording phonograph that is constructed for general utility and that may be operated without great technical knowledge has been developed by the Samson Electric Co., Canton, Mass. It is designed for operation on the ordinary 110-volt,

60-cycle, A.C. current, and requires only to be connected to the lamp socket to be in readiness for recording.

The cabinet contains the motor, the tubes and the speaker concealed within the case, and the upper section has a turntable, a recording arm and a reproducing pickup arm. The turntable is similar to that in the ordinary phonograph except that a record clamping knob is used to prevent

*This new recording phonograph can be used effectively in language, dramatics and public speaking classes for the correction of faulty pronunciation, enunciation and diction and for perpetuating lectures.*



the record from slipping during recording. The recording arm is weighted to give sufficient pressure to make a knurled groove in the aluminum blank. Another arm is used for reproduction pickup.

A neon light bulb in one corner of the cabinet is used during the recording to indicate the proper voice level. If the bulb glows on the peak of the voice it indicates the proper voice level; if no glow appears the voice is too low; and if the glow covers the entire bulb, the voice is too loud. This helps to preclude the making of records that are

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No. 701	10 x 4 x 7½ inches	No. 801	10 x 5 x 12½ inches
1 Doz.	\$5.50	1 Doz.	\$7.10
2 Doz., per doz.	5.35	2 Doz., per doz.	6.95
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Less than 1 doz.	\$5.00 each	Less than 1 doz.	\$6.50 each
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Files are constructed of a special box board, covered with long wearing dark green paper. They are strong and durable—yet light in weight.

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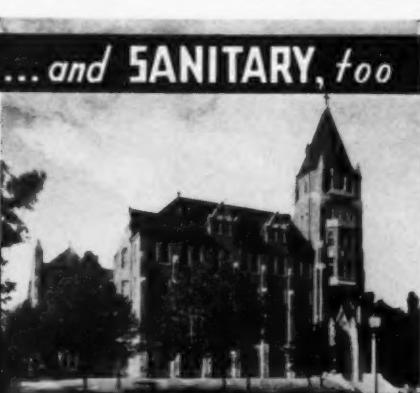
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A modern,  
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Automatic stream control and two-stream projector; stream never too high, never too low—lips need never touch projector.

**HALSEY TAYLOR**  
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not of correct volume. A microphone is supplied with the Pam-o-graph for use in recording.

After the record is made it may be played with a bamboo playback needle a great number of times without the record's deteriorating appreciably. If, however, a great many records are going to be needed for use in various rooms or schools, a permanent matrix may be made from the aluminum disc recording, and an unlimited number of hard rubber records may be produced. The aluminum discs are made in 6, 7½, 10 and 12-inch sizes.

The Pam-o-graph can be used effectively in language, dramatics and public speaking classes for the correction of faulty pronunciation, enunciation and diction. It also lends itself to the perpetuation of lectures.

### New Busses for the Transportation of School Children

Two new busses intended for school use have been developed by the Ford Motor Company, Detroit.

Both bus bodies are of all steel construction, and are mounted on a model AA chassis with a wheel base of 157 inches. Safety glass has been used throughout all windows. Further precaution against possible injury has been taken by providing a small window in the lower panel of the exit door. Through this the driver can see the condition of the ground where passengers are to alight.

The school bus model will accommodate thirty-two pupils, ten children on either of the two long



side seats and twelve on the six cross seats down the center of the bus. The seats are upholstered in a black imitation leather, the floor is of wood.

A de luxe passenger bus that is better equipped for wear and comfort is intended for use by secondary school pupils who travel longer distances. All seats are of the chair type and may be had in arrangements that will accommodate thirteen, sixteen, nineteen or twenty-one passengers. The body trim is of artificial leather, and the seat trim where wear occurs is of genuine leather. Window shades and curtains are optional, and mirrors are

regularly supplied on each window jamb. All windows can be regulated with passenger car type cranks. Four dome lights and two ventilators are installed in the ceiling, a generator battery being used for power. The floor is a marble pattern linoleum. The engines in both busses are of the four-cylinder, L-head, cast en bloc type.

### An Electric Score Board for the School Gymnasium

The increasing number of spectators at school athletic contests has changed the planning and equipping of gymnasiums. With the public invited to watch the school contests it has become necessary to provide seats, cloak rooms and public toilets as accessories to the gymnasium. Since this public participation has developed a demand for score boards, preparation for eventually installing an electric type should be considered.

A new electric score board with a remote control panel box is being made by the Medart Manufacturing Co., Potomac and DeKalb Streets, St. Louis. The board is 5 feet 4 inches long, 3 feet 3 inches high and approximately 20 inches deep.



The face of the score board is of five-ply laminated wood with small lights to indicate the quarters on the upper portion, three-inch numbers for indicating the minutes to play, and six-inch numbers for the scores that are projected by light on a ground glass.

The numerals are projected by lights passing through a brass disc stencil that is electromag-

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with a NEW significance*



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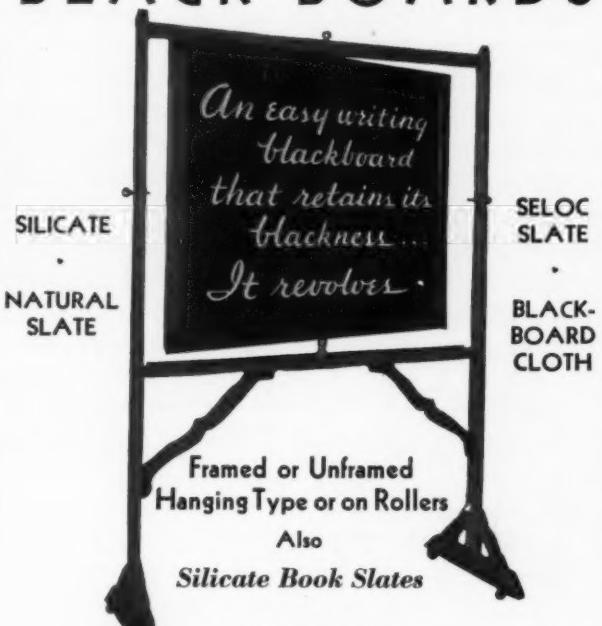
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netically operated. There are five of these discs, one for each number on the score board. Each disc unit has a magnetic coil mounted on a cast iron bracket. When a push button in the control box is depressed an electric current is completed, and magnetic lines of force are set up in the coil which causes a plunger to be drawn into the coil. The movement of the plunger is transferred to a sprocket wheel causing it to rotate one notch each time the push button on the control box is depressed. A dead stop prevents the sprocket from being rotated more than one notch at a time and a leaf spring prevents it from slipping back.

A special 115-volt, 250-watt globular light boxed in a sheet metal case supplies the light that passes through the condenser lenses and then through the slotted-out numerals of the disc. The light then passes through a projection lens and registers the enlarged numeral on the ground glass screen of the score board. The board may be operated on 110-volt A.C. or D.C. current.

A remote control panel box is connected to the score board by a flexible cable. The control box has four toggle switches for controlling the lights that indicate the quarter, and five push buttons for controlling the numerals. The pressure and release of one of these buttons automatically change the number by one digit.

These boards may be attached either to the wall or to the balcony, suspended from overhead girders, or they may be merely placed on a table.

## An Adjustable Astragal for Double Doors

The exterior double door has always caused considerable trouble because of its tendency to shrink and open up a large crack between the doors, or to swell and make it impossible to close both

leaves. In either case a carpenter's services were required to adjust the doors either by blocking out the hinges, or by taking a few shavings off the edge of the door. When the door again returned to its normal shape a further readjustment was necessary to assure a good fit.

To eliminate this trouble and make it possible for the school janitor to make the necessary adjustments, the Vonnegut Hardware Co., Indianapolis, has made the Von Duprin astragal compensator. Three of these astragal compensators are placed in the astragal of the inactive door, and are adjusted by means of a wrench. When the astragal is applied, about one-eighth inch of play is allowed between it and the door to allow for swelling. The entire astragal may be moved forward or backward to take care of the change in door size. The astragal proper is not part of the door fixture and should be included in the specification for millwork, and the astragal compensator included in the hardware. This device may be used on any pair of doors where independent action of each door is necessary as well as on doors equipped with panic bolts.

To obtain satisfactory panic bolt operation on pairs of doors it is absolutely necessary that the doors be made flat face without rabbets or overlapping astragal. This method of construction is the only one that will give independent action of the doors without interference. Vertical rod panic bolts are recommended for each door.

It is important to have the underside of the astragal and the edge of the door back painted before the astragal is attached.

The compensating astragal fixture should allow the school building to be locked up whenever desired because swelling doors can be adjusted without calling for skilled mechanics. The small opening that may be maintained between the two doors does not allow the lock to be picked and also is effective in preventing a considerable heat loss.

